

HAYES VALLEY NEIGHBORHOOD WATCH

Neighborhood Demonstration Calling For Demolition of the Central Freeway

Be there to show your support
for the removal of the Freeway and
restoration of our neighborhood.

**Sat, March 2
9:30 A.M.
Corner Oak & Octavia**

HAYES VALLEY NEIGHBORHOOD WATCH

Neighborhood Demonstration Calling For Demolition of the Central Freeway

Be there to show your support
for the removal of the Freeway and
restoration of our neighborhood.

**Sat, March 2
9:30 A.M.
Corner Oak & Octavia**

HAYES VALLEY NEIGHBORHOOD WATCH

Neighborhood Demonstration Calling For Demolition of the Central Freeway

Be there to show your support
for the removal of the Freeway and
restoration of our neighborhood.

**Sat, March 2
9:30 A.M.
Corner Oak & Octavia**

HAYES VALLEY NEIGHBORHOOD WATCH

Neighborhood Demonstration Calling For Demolition of the Central Freeway

Be there to show your support
for the removal of the Freeway and
restoration of our neighborhood.

**Sat, March 2
9:30 A.M.
Corner Oak & Octavia**

RANDOLPH A. HEARST
President

San Francisco

Embarcadero

In offering the fanciful scenario of building a double-deck freeway along Paris' Seine as another argument against the Embarcadero Freeway, Chris Goodfellow (Letters, April 3) is ignorant of the outcry 25 years ago when it became apparent what the freeway builders had in store for San Francisco.

The surprising thing is that construction got as far as Washington Street before it was abandoned.

Goodfellow is also unaware that Paris has a subway system that offers access to all corners of the city. And, the cars have rubber tires, or, at least they did 25 years ago.

Paris doesn't need a double-deck freeway; San Francisco does. Besides, the Embarcadero Freeway obscures many of the architectural monstrosities that have been built along the waterfront.

CHARLES L. BEUCHER JR.
Daly City



The Examiner and Mayor Agnos have rightly concluded that the Embarcadero must be demolished for public safety. Therefore, I also expect official endorsement of a plan to demolish the identically-designed, equally-damaged sections of the Central Freeway.

JEFFREY KAPLAN
San Francisco



ASSOCIATED PRESS

Vice President Dan Quayle munches a cookie in a Sacramento sandwich shop Thursday, delighting a bystander.

Agnos seeks help from old pal Quayle for Embarcadero funds

By Walt Gibbs
and Steven A. Capps
OF THE EXAMINER STAFF

SACRAMENTO — Mayor Agnos has turned to his new friend, Vice President Dan Quayle, for

help in getting federal funds for a subsurface Embarcadero freeway.

After patching up their highly public earthquake spat — in which the mayor had labeled Quayle's tour of damaged areas "a publicity stunt" and a Quayle aide retorted that Agnos was "shuffling papers" after the quake — Agnos is asking the vice president for \$100 million.

Quayle has made no promises to Agnos, but he indicated at a news conference Thursday that he was receptive to The City's request.

The earthquake relief money would go toward the \$120 million cost of replacing the elevated, cracked Embarcadero Freeway with a six-lane subsurface road that proponents say would be safer and more in tune with The City's waterfront plans. Quayle, in Sacramento campaigning for state Republicans, disclosed that Agnos had submitted a proposal to his office.

"If the Embarcadero is unsafe and that's why you're replacing it, you're being very negligent by not doing the same thing with the Central Freeway and Interstate 280," said an angry Jeff Kaplan, president of the Hayes Valley-Haight Neighborhood Association.

He said it was hard to sort out whether the safety arguments reflected a true danger in reopening the elevated Embarcadero or whether they were just politics.

The state Department of Transportation and the eminent bridge-building firm T.Y. Lin International have said retrofitting the double-deck structure with steel bracing would make it safe for an earthquake considerably stronger than the one that hit Oct. 17, but they have refrained from promising it could sustain a tremor like the Big One of 1906.

Several San Francisco structural

SACRAMENTO — Mayor Agnos has turned to his new friend, Vice President Dan Quayle, for

the mayor had labeled Quayle's tour of damaged areas "a publicity stunt" and a Quayle aide retorted that Agnos was "shuffling papers" after the quake — Agnos is asking the vice president for \$100 million.

Quayle has made no promises to Agnos, but he indicated at a news conference Thursday that he was receptive to The City's request.

The earthquake relief money would go toward the \$120 million cost of replacing the elevated, cracked Embarcadero Freeway with a six-lane subsurface road that proponents say would be safer and more in tune with The City's waterfront plans. Quayle, in Sacramento campaigning for state Republicans, disclosed that Agnos had submitted a proposal to his office.

"There's apparently a new communication (Agnos) has made to our office and to the Secretary of Transportation, just recently, within the last 24 hours, I believe," Quayle said in response to a question. "We will certainly want to be as helpful as we possibly can."

Peace-making visit by Agnos

While scouring Washington, D.C., in January for earthquake funds for the homeless, Agnos paid a surprise peace-making visit to Quayle.

"I looked him up and down and told him he didn't look like such a bad guy," Agnos said later, explaining, "I wanted to make sure there would be no backlash when San Francisco's name comes up for more aid."

In February the budding relationship was tested when Agnos called Quayle's office for help in securing \$90,000 for quake repairs to the Mid-Peninsula Boys and Girls Club in San Mateo. The funds, reportedly withheld because the club discriminated against those who aren't young, came through.

"They have hit it off and let bygones be bygones," said the mayor's press secretary, Scott Shafer. Shafer said he was unaware of this week's missive to Quayle, whose influence on earthquake-relief funding would be indirect.

Other freeways unsafe?

In a related freeway development, all the talk at City Hall about whether the elevated Embarcadero Freeway can be made safe has groups of residents in other parts of The City wondering why safety questions have not been raised about fixing Interstate 280 and the Central Freeway section of U.S. 101, which are of comparable design.

tral Freeway and Interstate 280," said an angry Jeff Kaplan, president of the Hayes Valley-Haight Neighborhood Association.

He said it was hard to sort out whether the safety arguments reflected a true danger in reopening the elevated Embarcadero or whether they were just politics.

The state Department of Transportation and the eminent bridge-building firm T.Y. Lin International have said retrofitting the double-deck structure with steel bracing would make it safe for an earthquake considerably stronger than the one that hit Oct. 17, but they have refrained from promising it could sustain a tremor like the Big One of 1906.

Several San Francisco structural engineers, acting privately, have dogged Caltrans with accusations that loose soil along the Embarcadero dooms the structure to a chancy future no matter how it is braced. Agnos' office, in promoting a subsurface alternative to the Embarcadero Freeway, also has relied on the safety argument to rail against retrofitting the existing 65-foot-high structure and reopening it by the end of the year.

Ammunition for lawsuits

"Don't they understand that all that stuff goes on the record and can be brought into evidence later?" asked Kaplan, a foe of the Central Freeway, which along with portions of I-280 was damaged and closed after the earthquake. "They're opening themselves up to possible negligence lawsuits."

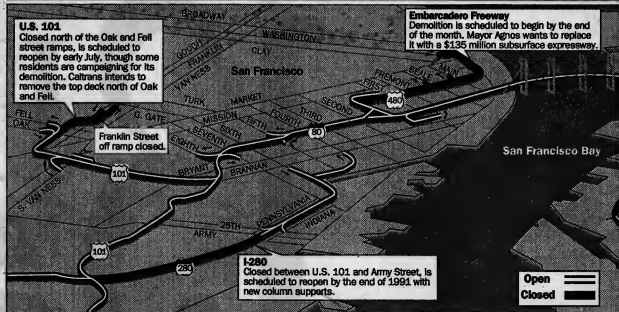
According to Shafer, the mayor's press secretary, the Embarcadero is different from the Interstate 280 and Central Freeway routes because the soil underneath is considered looser, because of its proximity to the waterfront, and because more pedestrian and automobile activity takes places underneath.

But Kaplan disputed those points.

"If the soil is so much worse, how do they explain that the other highways are equally damaged?" he asked. "And under the Central there is a lot of traffic and a lot of bus lines. It goes right over main arteries like Fell and Oak streets as well as Gough, Franklin and Market. We're not talking about desolate areas."

Beneath Interstate 280 at 22nd Street the Peninsula CalTrain operates a station, and there are small businesses and parking lots under the entire stretch. As with the Embarcadero, the Interstate 280 extension in China Basin was constructed on landfill.

STATUS OF S.F.'s QUAKE-SHAKEN FREEWAYS



EXAMINER GRAPHICS

Freeway reopenings still on

By Walt Gibbs
OF THE EXAMINER STAFF

Caltrans says it is sticking with plans to reopen the quake-stricken Central Freeway by this summer

and Interstate 280 by the end of the year, although some residents of Hayes Valley would be happy if the Central never carried another car.

Hayes Valley Neighborhood Association President Jeffrey Kaplan has called on Caltrans to tear down the elevated U.S. 101 structure, which he called a blight, to make way for affordable housing.

Traffic bound for the Civic Center area and Pacific Heights, he said, could use either the Mission Street and South Van Ness Avenue ramps or those at Ninth and 10th streets. But Caltrans and city traffic authorities gave the idea little credence, predicting that Van Ness Avenue and other streets would be overwhelmed.

The double-deck Central carried more than 150,000 vehicles per day before the stretch north of Oak and Fell was knocked out of commission by the 1989 earthquake.

"My gut reaction is there is just too much traffic," said city traffic engineer Norman Bray. "Getting across Market Street is already a problem."

Kaplan said he was angered by the authorities' failure even to consider the idea.

Instead, Caltrans intends to remove the structure's top deck north of the Oak and Fell street ramps. The lower deck, which was built wider than necessary for the job it has performed for 35 years, would be converted to two-way travel with no loss in capacity. Its vertical support columns would be replaced using stronger material.

Caltrans senior engineer Jim Regan said 12-foot sound walls may also be installed. Work is scheduled to begin in early April.

The Central's remaining double-deck portion, north of Mission

Street, would have its columns replaced in a job that could take several years. An outside review panel has yet to approve the complex column work, and no work has been scheduled. But Caltrans spokesman Jim Drago said that because of wooden and steel shoring already in place, the job would not affect traffic.

Caltrans also envisions column-replacement on I-280, which remains closed north of the U.S. 101 interchange and south of Army Street.

Drago cautioned that the target reopening dates of "late June or early July" for the Central and "the end of the year" for I-280 are subject to revision.

"If there is anything we've learned in the past year and a half, it's that these dates are not set in concrete," he said.

STATE CAPITOL
95814
(916) 445-0503
ATSS 8-485-0503

DISTRICT OFFICES

363 EL CAMINO REAL, #205
50 SAN FRANCISCO, CA 94080
(415) 952-5666
ATSS 8-597-3706

4830 MISSION STREET, #101
SAN FRANCISCO, CA 94112
(415) 469-6333
ATSS 8-554-6333

California State Senate



STATE SENATOR
QUENTIN L. KOPP

EIGHTH SENATORIAL DISTRICT
REPRESENTING SAN FRANCISCO AND SAN MATEO COUNTIES

COMMITTEES

TRANSPORTATION, CHAIRMAN
HOUSING & URBAN AFFAIRS
LOCAL GOVERNMENT
REVENUE & TAXATION
TOXICS & PUBLIC SAFETY
MANAGEMENT

July 30, 1990

Mr. Jeffrey Kaplan
President
Hayes Valley-Haight
Neighborhood Association
159 Octavia Street
San Francisco, CA 94102

Dear Mr. Kaplan:

I received your letter of July 26, 1990 and I understand the earnestness of your views.

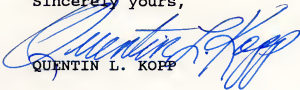
Your suggestion sounds swell in theory, but I doubt that it is possible from a practical public policy standpoint.

You should realize that the Board of Supervisors of the City and County of San Francisco is the logical body to institute consideration of your suggestion. Under state law, the locality has the power to request the State of California to remove a roadway from the State Highway System. That would need to be done with respect to the Fell/Gough Street off-ramp of Highway 101.

Your idea of redeveloping 19th Avenue as a thoroughfare for traffic from the peninsula and the Golden Gate Bridge will be opposed vehemently by all of the homeowner associations in that part of the city. As you probably know, that area is a part of the senatorial district I have the honor to represent. I can assure you that I would oppose the construction of a "thoroughfare" which resembles a freeway on 19th Avenue.

In any event, if you haven't done so already, you might want to communicate with your favorite supervisor.

Sincerely yours,



QUENTIN L. KOPP

QLK:bs



POLICE DEPARTMENT

CITY AND COUNTY OF SAN FRANCISCO

HALL OF JUSTICE

850 BRYANT STREET

SAN FRANCISCO, CALIFORNIA 94103

Sept. 7, 1990

ADDRESS ALL COMMUNICATIONS:

FRANK M. JORDAN

CHIEF OF POLICE

IN REPLY, PLEASE REFER TO

OUR FILE: E-2013/ct167

Mr. Jeff Kaplan
159 Octavia Street
San Francisco, CA 94115


Dear Mr. Kaplan:

I would like to take the opportunity to both commend and thank you for your efforts this past year. I have enjoyed working with you as the President of the Hayes Valley Haight Neighborhood Association. You have certainly put forth tremendous effort and personal energy in your role as the President. In a short period of time, the HVHNA has evolved as a viable and extremely potent neighborhood association. Under your leadership the HVHNA has been successful in organizing its members and working towards improving conditions in the community.

I would also like to recognize and thank you for your personal individual efforts. Your work has certainly had a definite impact on improving the quality of life in the neighborhood. On behalf of all of the officers at Northern Station, please know that your participation at our monthly community meetings and continued support of the officers of Northern Police Station is appreciated.

If I can be of any assistance to you or in your role as a officer of the HVHNA, please feel free to contact me.

Sincerely,


CAPTAIN DENNIS P. MARTEL
Commanding Officer
Northern Police Station

DFM/km



URBAN ECOLOGY

BOARD OF DIRECTORS

Richard Register
President

Stuart Chartkin
Treasurer

Ernest Callenbach
Author, Ecotopia

Walter Anderson
Author, To Govern
Evolution

John Coveney
Building contractor

Claire Greensfelder
Peace, environment
activist

Carl Anthony
Architect, development
consultant

BOARD OF ADVISORS

David Brower
Founder, Earth Island
Institute

Fritjof Capra
Author, The Tao of
Physics

Len Duhl
Founder, Healthy Cities
Project, WHO

Judith Goldsmith
Author, Strawberries in
November

Richard Grossinger
Publisher, North Atlantic
Books

Loni Hancock
Mayor, Berkeley, California

Peter Harnik
Executive Director,
Rails to Trails

Denis Hayes
Director, Earth Day 1970, 1990

Huey D. Johnson
Director, Resource
Renewal Institute

Janice Perlman
Director, Mega-Cities
Project

Gae Smith
Editor, Earth Island
Journal

Isabel Wade
Director of Urban
Forestry,
California ReLeaf

Organizations listed
for identification
purposes only

P.O. BOX 10144
BERKELEY, CALIFORNIA
94709 U.S.A.
415.549.1724

Urban Ecology supports the efforts of the Hayes Valley Neighborhood Association to remove the Central Freeway to the north and west of Mission St. We urge CalTrans and the City of San Francisco to eliminate this dangerous, unnecessary structure as soon as possible.

The Central Freeway is a barrier to pedestrian movement between the Civic Center area and the neighborhoods to their west. It creates urban blight by discouraging people from walking to nearby neighborhoods to do their shopping: Hayes Valley would provide convenient services for more of the workers in the area if this freeway were removed.

This freeway is not necessary for automobile circulation. As part of Route 101, it merely deposits drivers on Van Ness, where 101 changes from a freeway to a surface street. Drivers could just as well get off the freeway at Mission St. and proceed up South Van Ness to Van Ness. Removing this spur of the Central Freeway would simply convert Route 101 to a surface street a few blocks sooner: with minor street improvements, this change would not significantly affect through traffic.

The Bay Area Air Quality Management District has found that it must reduce traffic by 35 percent to bring the region into conformity with air quality standards; and it is developing plans to accomplish this in the next seven years. Even if there is actually a much smaller reduction in traffic, as little as 10 percent, this spur of the Central Freeway could be removed without creating any difficulties in local access.

It is clear that Californians will have to drive less over the next decades -- both for environmental reasons, since automobiles are the prime source of greenhouse gases, acid rain, and urban air pollution in the state, and for economic reasons, since oil is a finite resource that must be conserved.

San Francisco can offer a model to the rest of the state, by transforming automobile-oriented areas, making them pedestrian and transit-oriented instead. The city is already doing this at the Embarcadero. It should remove the Central Freeway to give the neighborhoods the same benefits that it is giving to downtown.

Charles Siegel
(415) 848-7827
for Urban Ecology

DEPARTMENT OF TRANSPORTATION

P.O. BOX 7791
SAN FRANCISCO 94120-7791
(415) 923-4294



October 18, 1990

4-R/W General

Jeffery Kaplan
Hayes Valley Neighborhood Association
159 Octavia Street
San Francisco, CA 94102

Dear Mr. Kaplan:

Thank you for your October 4, 1990 letter expressing concerns over the Central Freeway Project. A copy of your letter has been forwarded to the Central Freeway Senior Project Engineer.

Through past correspondence and conversations with you, the Right of Way Department has been alerted to many problems that we've been able to solve in an expedient manner. Local community input is a valuable resource that is always appreciated.

The second portion of your letter addressed issues that are ongoing concerns of CALTRANS. Though many of the problems you cited are inherent to living near a freeway, others are controllable and constantly monitored. Recent construction on the Central Freeway due to the 1989 earthquake has made the area below harder to police, but together with the City of San Francisco, we have attempted to keep things in order. When the Central Freeway Project is completed, CALTRANS will return the grounds below to their pre-earthquake condition.

Presently the City and County of San Francisco, Department of Public Works has assumed all responsibility for the maintenance of the grounds beneath the Central Freeway. Henry Diaz, District Supervisor with the Bureau of Street Cleaning and Urban Forestry can be reached at 695-2017 if you have further questions regarding this matter.

If you should have any other questions regarding the Central Freeway Project, please call our Right of Way Airspace Agent for the San Francisco area, Ms. Gretchen Anderson at 557-8751.

Again, CALTRANS thanks you for your concern and suggestions.

Sincerely

A handwritten signature in dark ink, appearing to read "Richard J. Murphy".

RICHARD J. MURPHY
Deputy District Director
Right of Way

Health Inspector
Complaint
255-3010
10/24

Mike Hoover
557-9113

Clyde Ongaro 557 8400

Mel Baker - 695-2162
Urban Forestry 695-2014 direct
Refer agreement July 1, 1990
Attachment A Lot 15;
" B

North Side of Page not even on map

*Jeffrey Kaplan
159 Octavia Street
San Francisco, California 94102*

Brad Paul/ Tom Jones
San Francisco Mayor's Office of Housing
City Hall
San Francisco, CA 94102

December 1, 1990

Dear Sirs,

As president of the Hayes Valley Neighborhood Association for the last two years I have drawn some conclusions as to the nature of the many significant problems in this low income neighborhood. In my view, there is an project opportunity that would allow new construction of affordable housing, deter crime, alleviate noise and air pollution and foster a new sense of self esteem in Hayes Valley.

I propose the City consider the removal of the flawed and damaged part of the Central freeway that runs adjacent to Octavia Street. The property underneath is currently either vacant or used as parking lots. There are 5 or 6 consecutive lots that could be used to create a complex of dozens of units in one of the most desirable geographic locations in San Francisco! I envision a solution similar to the one on the site of the old Polytechnic High School.

Certainly there would be a cost/benefit analysis. Allow me to give you my own insight into the nature of the existing situation. After having many conversations with CalTrans, San Francisco Traffic Engineering, San Francisco Police Department and neighbors here are my conclusions.

Benefits

Create Affordable Housing- Obviously a big plus. This area is especially appropriate due to its proximity to public transportation such as Muni and Bart as well as being close to shopping, services and downtown. A well conceived project could not lose in this location. Perhaps the city could reclaim the land by eminent domain similarly to Caltran' offer in the Embarcadero Freeway situation. Additional funds could be used from the contribution made by Anfang Development. Their project at 55 Page was recently approved by the planning commission with the provision that, in lieu of affordable units in his development, money would be contributed to the city fund to be applied to affordable housing elsewhere. It is only logical to keep those funds for development in the neighborhood.

Eliminate Crime-Currently the areas beneath the freeway are used by prostitutes, drug dealers, muggers, auto thieves and people illegally dumping trash. They are not maintained and only marginally patrolled by police. The crime rate here is astonishing. I live in the area and between all these mentioned criminal types there is crime being committed virtually non-stop, 24 hours a day. The elimination of the freeway and introduction of homeowners would surely eliminate most of these types of crime from the immediate area. Homeowners take pride in the neighborhood.

Eliminate Pollution- An official on the Air Quality Management Board has told me, off the record of course, that the noise, CO₂ and particulate matter generated by the freeway is above acceptable levels. This is in a purely residential area, not industrial wasteland.

Earthquake Safety- The controversy of the safety and ability to effectively retrofit the Central Freeway has raged for over a year. The only way to guarantee it will never collapse is to remove it. The structure is poorly designed and fatally damaged. It does not serve its originally intended function, to connect to the Golden Gate Bridge, and it never will. It is merely a 5-8 minute commute convenience for people who would not allow such a structure anywhere near their home.

Community Self-Esteem- This is a low income neighborhood. The Central Freeway acts as a barrier dividing Hayes Valley from the Civic Center. Shops along Hayes street know that most shoppers will not walk under the freeway from Civic Center into Hayes Valley. The perception is that of entering a ghetto. The introduction of affordable housing here would bring new life the neighborhood and display true concern by the City for a troubled neighborhood. And, as I said before, homeowners would surely take pride and an active interest in the neighborhood conditions.

Create Views- In a city known for its views, eliminating this monstrosity of a structure and replacing it with 2 story complexes would give new views to current residents as well as our new neighbors.

Create Open space- A well designed project would surely include some open space as well as attractive landscaping. That would be a welcome addition to people used to cement, parking lots, trash and litter.

Costs

Commuter Inconvenience- Norman Bray at Dept. of Traffic Engineering estimated that if the Central Freeway were to terminate at S. Van Ness/Mission approximately 5-8 minutes would be added to commutes. It is a facetious argument to conclude the this small convenience takes precedence over the health and welfare of a primarily residential neighborhood that has been devastated by the freeway's presence. Surely these same commuters would not be in favor of constructing freeways in their neighborhood in order to make commuting that much easier.

Costs- Most likely Caltrans would pay for removal of the debris. Ideally, they would turn the land over to the City as has been suggested for the Embarcadero Freeway project.

**Restore Our
Neighborhood.
Tear it Down!**

**Tear down the Central –
Build Homes Instead.**

**Down with
the Freeway!**

**Up with
Affordable
Housing**

**Tear down the Central –
Build Homes Instead.**

Caltrans Is Trying to Kill Us!

**Tear down the Central –
Build Homes Instead.**

We request that the State Highway 101 Central Viaduct in San Francisco be demolished from Otis to Turk streets with no reconstruction, that the area be removed from the state highway system and returned to the city of San Francisco. The structure is obsolete and will never serve its original purpose as part of a highway system to the Golden Gate Bridge. Additionally, the proposed Caltrans solutions for retrofit or reconstruction are unacceptable for these reasons:

- Structural safety of a raised freeway can not be guaranteed in a severe earthquake.
- Air quality will worsen as a result of the proposed reconstruction in an area which is already non-attainment to standards for carbon monoxide levels.
- Proposed solution for noise abatement is aesthetically incompatible with the residential surrounding and merely deflects noise upward rather than absorb or disperse.
- Proposed solution will do nothing to mitigate the negative impacts on the surrounding neighborhood, to wit, the airspace beneath the structure is a haven for chronic criminal activity such as prostitution, auto boosting, strong armed robbery and trash dumping.
- Proposed solution continues to divide the neighborhood in half, creating a barrier that has resulted in preventing economic growth on the west side of the freeway.
- Long range transportation goals should not include freeways in residential neighborhoods.
- The right-of-way property would be better used to construct affordable homes or as open space.

Display 1991-1992 Bill Text - INFORMATION
BILL NUMBER: SB 181

BILL TEXT

AMENDED IN ASSEMBLY AUGUST 19, 1991
AMENDED IN ASSEMBLY JULY 9, 1991

INTRODUCED BY Senator Kopp

JANUARY 15, 1991

An act to amend Sections 253.8, 263.2, 301, and 401 of, to add Section 72 Sections 72 and 401.1 to, and to repeal Section 616 of, the Streets and Highways Code, relating to highways.

LEGISLATIVE COUNSEL'S DIGEST

SB 181, as amended, Kopp. Highways: earthquake damage.

(1) Under existing law, the Department of Transportation is generally responsible for the design, construction, and maintenance of state highways on routes determined by the Legislature and is required to improve and maintain state highways.

This bill would, with respect to State Highway Route 480 (the Embarcadero Freeway, which was damaged by the 1989 Loma Prieta earthquake), delete Route 480 from the state highway system and require the department to: remove the earthquake-damaged structure, transfer the Route 480 right-of-way to the City and County of San Francisco, and jointly agree with the city and county on a system of ramps and city streets to provide accessibility comparable to that provided by Route 480. The bill would impose a state-mandated local program by requiring San Francisco to utilize the Route 480 right-of-way, or proceeds from sale of the right-of-way, to construct an alternate system of local streets. The bill would limit the amount of state and federal funds which could be expended for these purposes.

The bill would make related changes by revising and deleting specified segments of the state highway system, the California freeway and expressway system, and the state scenic highway system.

The bill would also require the department, in consultation with the City and County of San Francisco to identify alternatives for the repair of portions of Route 101, damaged in that earthquake, after holding at least 2 public hearings, and to proceed with that repair if the selected alternative is approved by resolution of the city and county. By imposing these duties on the city and county, the bill would impose a state-mandated local program.

(2) The California Constitution requires the state to reimburse local

Display 1991-1992 Bill Text - INFORMATION
BILL NUMBER: SB 181

BILL TEXT

agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

Vote: majority. Appropriation: no. Fiscal committee: yes.

State-mandated local program: yes.

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. Section 72 is added to the Streets and Highways Code, to read:

72. (a) The department shall do all of the following with respect to Route 480 in the City and County of San Francisco, commonly known as the Embarcadero Freeway, if approval for the use of federal emergency relief funds for that purpose is received from the appropriate federal agency:

(1) Remove the earthquake-damaged structure as quickly as possible.

(2) Retain that portion of the right-of-way that is necessary for new ramps and transfer to the City and County of San Francisco the remaining portions of the Route 480 right-of-way.

(3) Jointly agree with the City and County of San Francisco on a system of ramps and city streets that would essentially provide motorists with accessibility comparable to that provided by Route 480.

(b) The City and County of San Francisco shall do both of the following:

(1) Construct the system of ramps and city streets and utilize the Route 480 right-of-way or the proceeds from sales of that right-of-way for the sole purpose of constructing an alternate system of local streets pursuant to paragraph (3) of subdivision (a).

(2) Upon the transfer of that right-of-way pursuant to this section, accept all obligations and liabilities associated with that right-of-way.

(c) The total amount of state and federal funds to be expended by the state for the purposes of this section shall not exceed the amount of state and federal funds which would have been expended to repair and reopen the segment to traffic as a state highway.

(d) Nothing in this section or Section 253.8 shall be construed to prohibit the selection, development, and operation of a project pursuant to Section 143.

SEC. 2. Section 253.8 of the Streets and Highways Code is amended to read:

253.8. The California freeway and expressway system shall also include:

Route 227 from Route 1 south of Oceano to Route 101 near Arroyo Grande.

Route 244 from Route 80 to Auburn Boulevard.

Route 299 from:

(a) Route 101 near Arcata to Route 5 at Redding.

(b) Route 5 at Redding to Route 395 at Alturas.

Route 395 from:

(a) Route 15 near Cajon Pass to the Nevada state line.

(b) Nevada state line northwest of Reno to Route 36 near Johnstonville.

(c) Route 36 near Termo to the Oregon state line.

Route 905 from Route 5 near the south end of San Diego Bay to the international boundary southerly of Brown Field.

Display 1991-1992 Bill Text - INFORMATION
BILL NUMBER: SB 181

BILL TEXT

SEC. 3. Section 263.2 of the Streets and Highways Code is amended to read:

263.2. The state scenic highway system shall also include:

Route 1 from:

- (a) Route 5 south of San Juan Capistrano to Route 19 near Long Beach.
- (b) Route 187 near Santa Monica to Route 101 near El Rio.
- (c) Route 101 at Las Cruces to Route 246 near Lompoc.
- (d) Route 227 south of Oceano to Route 101 near Pismo Beach.
- (e) Route 101 near San Luis Obispo to Route 35 near Daly City.
- (f) Route 35 in San Francisco to Route 101 near the approach to the Golden Gate Bridge in San Francisco.

(g) Route 101 near Marin City to Route 101 near Leggett.

Route 2 from Route 210 in La Canada Flintridge to Route 138 via Wrightwood.

Route 3 from:

- (a) Route 36 near Peanut to Route 299 near Douglas City.
- (b) Route 299 near Weaverville to Montague.

Route 4 from:

- (a) Route 160 near Antioch to Route 84 near Brentwood.
- (b) Route 49 near Angels Camp to Route 89.

SEC. 4. Section 301 of the Streets and Highways Code is amended to read:

301. Route 1 is from:

- (a) Route 5 south of San Juan Capistrano to Route 101 near El Rio.
- (b) Route 101 at Emma Wood State Park, 1.3 miles north of Route 33, to Route 101, 2.8 miles south of the Ventura-Santa Barbara county line at Mobil Pier Undercrossing.

(c) Route 101 near Las Cruces to Route 101 near Pismo Beach via the vicinity of Lompoc and Guadalupe.

(d) Route 101 near San Luis Obispo to Route 280 south of San Francisco along the coast via Cambria, San Simeon, and Santa Cruz.

(e) Route 280 near the south boundary of the City and County of San Francisco to Route 101 near the approach to the Golden Gate Bridge in San Francisco.

(f) Route 101 near the southerly end of Marin Peninsula to Route 101 near Leggett via the coast route through Jenner and Westport.

SEC. 5. Section 401 of the Streets and Highways Code is amended to read:

401. Route 101 is from:

(a) Route 5 near Seventh Street in Los Angeles to Route 80 near Division Street in San Francisco, passing near Ford Road south of San Jose.

(b) Route 80 near Division Street in San Francisco to the junction of Route 1, Funston approach, and the approach to the Golden Gate Bridge in the Presidio of San Francisco passing near the intersections of Lombard Street and Van Ness Avenue.

(c) A point in Marin County opposite San Francisco to the Oregon state line via Crescent City.

SEC. 6. Section 401.1 is added to the Streets and Highways Code, to read:

401.1. (a) The department, in consultation with the City and County of San Francisco, shall identify reasonable and practical alternatives for repairing the existing portions of Route 101 in

Display 1991-1992 Bill Text - INFORMATION
BILL NUMBER: SB 181

BILL TEXT

the City and County of San Francisco that were damaged during the 1989 Loma Prieta earthquake and which were closed to traffic. The department shall identify and evaluate the costs and benefits of each alternative, including, but not limited to, the air quality and noise impacts.

(b) The department shall hold at least two public hearings in the development of the alternatives.

(c) Upon completion of the development of the alternatives after the public hearings, the department may proceed with the repair or replacement of the damaged portions, if the selected alternative is approved by a resolution of the city and county.

SEC. 7. Section 616 of the Streets and Highways Code is repealed.

~~SEE~~ 7*

SEC. 8. No reimbursement is required by this act pursuant to Section 6 of Article XIIIIB of the California Constitution because this act is in accordance with the request of a local agency or school district which desired legislative authority to carry out the program specified in this act. Notwithstanding Section 17580 of the Government Code, unless otherwise specified in this act, the provisions of this act shall become operative on the same date that the act takes effect pursuant to the California Constitution.

Caltrans project would raise a din

Increase in pollution also tied to Central Freeway work

By Walt Gibbs
OF THE EXAMINER STAFF

Caltrans' plan to remove the top deck of the Central Freeway north of Oak Street would cause a doubling of traffic noise in some parts of Hayes Valley and a slight increase in carbon monoxide concentrations compared with conditions before the 1989 earthquake, according to an analysis by the agency.

Officials at Caltrans say they may erect 12-foot sound walls on the remaining deck, but transportation engineer Chris Corwin said the walls would not be continuous. He said the walls cannot be installed on curves because they would reduce the sight distance of drivers. Where attached, he said, walls would reduce noise to approximately pre-earthquake levels.

He said there are two main reasons for the projected noise and air-quality effects.



First, traffic on the lower deck — closer to ear level — would be twice as heavy as before the earthquake, with two lanes of travel in both directions instead of two lanes northbound only.

Second, the lower deck would be nearly doubled in width along Octavia Street for two blocks, between Hayes and Oak streets. Corwin said some residences that are now 65 feet from the structure would have a buffer of only 20 feet.

After reviewing Corwin's report, dated Jan. 25, top Caltrans officials concluded the noise and air-quality issues were minor and applied for exemption from federal requirements for a full-blown environmental study.

The project would necessitate buying land beside the Franklin Street ramp now used for parking. And along the stretch of Octavia Street where the structure would be widened, a grove of eucalyptus trees would have to go. That land is already owned by Caltrans.

Corwin said air quality would decline for 82 residential units along the freeway, while it would improve for 10 units on upper floors. Whether the structure is altered or not, he said, nearby residents will breathe carbon monoxide in concentrations higher than state and federal standards.

In addition to converting the double-deck structure north of Oak Street to a single deck, Caltrans plans to replace all vertical columns in the half-mile stretch that crosses Market Street, where the structure would remain two decks

The project would necessitate buying land beside the Franklin Street ramp now used for parking. And along the stretch of Octavia Street where the structure would be widened, a grove of eucalyptus trees would have to go. That land is already owned by Caltrans.

Corwin said air quality would decline for 82 residential units along the freeway, while it would improve for 10 units on upper floors. Whether the structure is altered or not, he said, nearby residents will breathe carbon monoxide in concentrations higher than state and federal standards.

In addition to converting the double-deck structure north of Oak Street to a single deck, Caltrans plans to replace all vertical columns in the half-mile stretch that crosses Market Street, where the structure would remain two decks high.

Caltrans has estimated the cost of deck removal and reinforcement at \$47.5 million. On Wednesday the California Transportation Commission approved \$8.3 million for the deck removal.

In applying for the federal environmental exemption, Caltrans officials estimated the cost of rebuilding the structure from scratch at \$51 million.

An increasing number of engineers have advocated a complete rebuild, saying a new structure would be stronger and less of an eyesore. But instead of taking 1 1/4 years, as the reinforcement job would require, a complete rebuild could last several years.

New debate arises over freeway repair

Engineers say it would be better to replace roads

By Walt Gibbs
OF THE EXAMINER STAFF

The decision to demolish the Embarcadero Freeway has had a ripple effect that some engineers and neighborhood activists believe could topple the other quake-battered freeways in San Francisco.

Engineers reviewing plans for the elevated Central Freeway and Interstate 280 have begun to question whether they should be repaired, as Caltrans is rushing to do, or replaced with stronger, modern structures. They say the cost may be the same either way, though new construction would require an

extra year or more before reopening.

Nicholas Forell, chairman of the engineering review panel that monitors Caltrans' earthquake-repair designs, said that in the scramble to reopen the damaged segments of I-280 and U.S. 101, Caltrans and The City may be missing opportunities.

He and other review panel members said all-new structures would be stronger and possibly sleeker, with the potential for handling traffic better.

"If we are really talking about the long-range goals and benefit to San Francisco," Forell said, "then some traffic guru ought to take a look at whether those off ramps at I-280 and (U.S.) 101 make any sense."

"Nothing is as good as a brand-

[See FREEWAYS, A-16]

A-16 Thursday, February 14, 1991 ★

SAN FRANCISCO

REBUILD OR RETROFIT?

Here's a look at the pros and cons of rebuilding vs. repairing the Central Freeway and I-280 damaged in the October 1989 earthquake:

► Comparative cost estimates have yet to be generated for the Central Freeway and I-280, but a senior engineer says "the costs may well be comparable."

► Reconstruction would take two to five years. Traffic would be barred the whole time. Retrofitting would take an estimated 1½ years. During much of that time at least one lane in both directions could be open.

► Retrofitting structures would be

guaranteed to stand up in a major quake but could still be damaged sufficiently to require demolition. All-new facilities would be more likely to come through unscathed.

► Retrofitting structures would be more massive than those that exist. Columns would be bulkier and girders would run lengthwise under road decks. Depending on materials used, all-new facilities would be more slender.

EXAMINER GRAPHICS

◆ FREEWAYS from A-1

New proposal for S.F. freeways

new structure," said fellow panel member Ephraim Hirsch. "It's always preferable to design as a whole, in totality, instead of trying to fit the new with the old."

Caltrans began retrofitting I-280 and the Central Freeway with steel plates and bolts last spring, but stopped work in July when Forell's panel determined that the designs would not stand up to a major earthquake.

CO EXAMINER

At that time, the review panel, composed of eminent structural engineers and university professors, recommended keeping the road decks but replacing, instead of bracing, all vertical columns.

Several review panel members who spoke on condition of anonymity said even the revised plans are complex and unwieldy. "It's pretty far-fetched what's going on," said one.

Caltrans has not made a rebuilding estimate, but Forell said "the (rebuilding and retrofitting) costs might well be comparable."

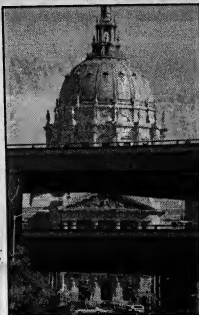
The damaged stretches of I-280

and U.S. 101 are both about a mile long — same as the doomed Embarcadero Freeway, for which Caltrans' final repair estimate was \$69.5 million.

Since the estimate was only 3 percent lower than the hypothetical cost of rebuilding from scratch, federal officials approved demolition even though replacement plans were up in the air.

Leadership failure

Review panel engineers and other transportation officials said it would be logical to apply the same economic analysis to the Central



EXAMINER/KURT ROGERS

The Central Freeway: It might be razed instead of repaired.

Freeway and I-280. But no one has, leading critics to suggest a failure of leadership.

Caltrans Director Robert Best, a Deukmejian appointee, is widely considered a lame duck, soon to be replaced by Gov. Wilson. Caltrans spokesman Jim Drago said that for Caltrans, the only question has been how quickly the two freeways can be reopened safely.

Mayor Agnos, too, wants "whatever it takes to get traffic moving again as soon as possible and still meet the safety needs," according to his transportation deputy, Doug Wright. Wright said the mayor's staff had not been apprised of any benefits that might flow from reconstruction.

Review panel co-chairman Joseph Nicoletti said that if engineers were given a free hand to design new structures in the same rights of way, they could eliminate lingering doubts about safety.

"A new structure would have more reserve strength," he said. "It would be stronger against unanticipated forces. And when you're designing for earthquakes, you have to assume there will be unanticipated forces."

The big picture

Nicoletti said no one has yet "stood back to look at the overall picture."

Under Caltrans' retrofitting plan, new columns and girders would hold up the Central Freeway's 30-year-old stacked road decks and I-280's 25-year-old decks.

Except for the section of the central north of Oak Street, which would become a single deck, both structures' bulk would be greatly increased, according to the designs of four consultants hired by Caltrans.

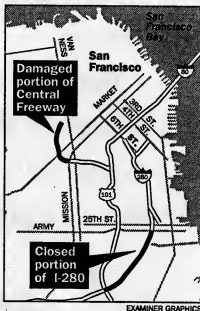
Drago said rebuilding from scratch would take "at least a couple of years, maybe three to five," depending on what federal environmental reviews are required.

Caltrans' most recently announced targets are to reopen one lane of the central in both directions by the beginning of July, with retrofitting continuing for at least a year, and to reopen I-280 by the end of 1991. Most insiders at Caltrans consider the dates optimistic.

The cost estimate for I-280 has jumped from an initial \$28 million to \$43 million, and projections for the Central have increased from \$14 million to \$47.5 million.

All the engineers interviewed said they had no fear that a modern double-deck structure would suffer the fate of the Cypress Street viaduct in Oakland, which collapsed and killed 42 people in the 1989 earthquake.

As the rebuild-or-retrofit debate emerges, homeowners around the Central Freeway have begun campaigning to tear it down and leave it down. They say the elevated highway is a blight, a health hazard and a haven at night for prostitutes and drug addicts.



Price tag for new freeway revealed

S.F. structure would cost slightly less to repair

By Walt Gibbs
OF THE EXAMINER STAFF

It would cost an estimated \$51 million to tear down the quake-ravaged Central Freeway and rebuild a modern double-deck facility, compared to the \$47.5 million that Caltrans intends to spend reopening the old structure as quickly as possible, a federal transportation official says.

Glen Clinton, area engineer of the Federal Highway Administration, said Thursday that comparative estimates were included in a letter to his office from Caltrans District Director Preston Kelly on Jan. 10. Since the letter was written, Caltrans' Central Freeway repair estimate has grown from \$44.6 million to \$47.5 million, or \$3.5 million less than the cost to rebuild.

Kelly's letter requested that federal officials waive requirements for an environmental study of Caltrans' announced plan to fix the 30-year-old double-deck structure where it crosses Market Street and to remove the top deck permanently north of Oak Street.

Under a third estimate, it would cost \$40 million to repair and rein-

force the entire double-deck structure, whose support columns cracked and crumbled in several places during the 1989 earthquake.

Leading members of a nine-person engineering review panel that is monitoring Caltrans' repair designs have suggested that city and state leaders might want to consider rebuilding from scratch the damaged portions of the Central Freeway and Interstate 280. I-280 remains closed between U.S. 101 and 26th Street.

All-new structures, they said, would remove any doubts about safety on the only two double-deck structures that would remain in California once the damaged Embarcadero Freeway is torn down, as scheduled, over the next four months.

The damaged portion of I-280 was constructed between 1966 and 1968, according to district Caltrans spokesman Greg Bayol. Clinton said federal transportation officials have yet to see Caltrans' plan for I-280.

Caltrans' public information chief in Sacramento, James Drago, said this week his agency has focused all its resources on expeditious repairs and has not looked seriously at the prospect of rebuilding.

But he said the "general rule of thumb" at Caltrans was that if estimated repair costs exceed two-thirds of the rebuild cost, engineers look seriously at the more permanent solution.

While total reconstruction would take two to five years, he estimated, Caltrans' repair and reinforcement plan could be completed in 1 1/2 years.

The agency has set targets of July to reopen at least one lane in each direction of the Central and December for reopening I-280. Much of the reinforcement work, Drago said, could be accomplished with traffic on the structures.

HAYES VALLEY NEIGHBORHOOD WATCH

159 Octavia Street
San Francisco
California 94102

Mr. Glen Clinton
District Engineer
Federal Highway Administration
P.O. Box 1915
Sacramento, CA 95812-1915

March 1, 1991

Dear Mr. Clinton:

I represent San Francisco residents living near the damaged portion of California State Highway 101 Central Viaduct. It is our opinion that rather than attempt repairs, this structure should be demolished from Otis to Turk Streets with no reconstruction. Allow me to list the reasons for this conclusion:

1. The structure is well known to be flawed in design and damaged perhaps beyond cost effective repair. It is not worth spending up to \$50 million (much of it federal funds) to reconstruct if it is likely to fail in the next earthquake. Several members of the state appointed peer group of engineers and architects have said that for structural as well as cost reasons, this freeway inevitably will have to be demolished.
2. The structure does not and never will serve the purpose for which it was built. Originally intended to connect to the G.G. Freeway, it now merely dumps 150,000 cars a year into a residential neighborhood. It has been estimated by the S.F. Traffic Engineering Dept. that this freeway saves perhaps 5 minutes off commute time. At a time when the MTC is promoting more usage of mass transit and less reliance on autos does a \$50 million expenditure to save 5 minutes commute time seem sensible? It is true that city traffic patterns would change as a result of demolition. However, I have complete confidence that Norman Bray of the S.F. Traffic Engineering Dept. will solve this problem as he has many others.
3. Reconstruction will result unlawful increase in CO levels to nearby residences. As stated in Caltrans' own internal air quality report, 82 of 92 residences tested will have increased CO levels compared to pre-earthquake levels. It further states that current laws prevent and Transportation Improvement Project from being built if it with result in higher CO levels. The study then concludes that one solution that SHOULD be considered to mitigate this problem is demolition with NO reconstruction. Caltrans has consistently refused consider the demolition even though its own study recommends this as a possible solution. Several groups such as Citizens for a Better Environment, Greenpeace and Sierra Club have agreed that this issue must be addressed. Caltrans has refused to do an EIR. I believe the categorical exclusion should not be allowed based on this air quality study.
4. This freeway has a severely negative impact on the neighborhood of Hayes Valley. Noise and air pollution as well as high quantities of particulate matter are serious enough, but the parking lots in the airspace beneath has chronic criminal activity. Prostitution, drug dealing, auto thefts, muggings occurs there frequently, often on a daily basis. Caltrans has consistently failed to sufficiently maintain the

HAYES VALLEY NEIGHBORHOOD WATCH

159 Octavia Street
San Francisco
California 94102

property to deter these activities. It is an admittedly difficult task for them. The presence of their parking lots result in a sparsely populated area. In this low income neighborhood they have become a haven for criminal activity. With the elimination of the freeway, the space would undoubtedly be used for other purposes.

To summarize; savings of million of dollars, elimination of a potential safety hazard, elimination of concentrated noise and air pollution, deterrence to criminal activities, transportation objectives consistent with reducing traffic. With these reasons in mind we ask that you reconsider your commitment and immediately withdraw any federal support for this ill advised reconstruction and instead propose demolition with no reconstruction for the damaged Hwy 101 Central Viaduct.

Thank you for your consideration on this matter. A timely response would, of course, be greatly appreciated.

Sincerely,

Jeffrey Kaplan 415-788-7010

Jeffrey Kaplan

cc: Mr. Lyle Renz
Mr. Lee Onstat

Neighbors blast plans to repair Central Freeway

They complain that safety has taken a back seat to politics

By Walt Gibbs
OF THE EXAMINER STAFF

Neighbors of the double-deck Central Freeway — part of which has been closed since the 1989 earthquake — say they want city and state officials to reconsider plans for a hasty repair job and to either remove it or replace it with a new structure.

"With the Embarcadero Freeway the mayor said 'Let's do it once and do it right,'" said Winston Montgomery, who owns several flats nearby. "Why shouldn't the same apply here? We want safety, not politics."

Two days after crews began to demolish the nearly identical Embarcadero Freeway, which had been declared irreparable, about

two dozen residents of Hayes Valley held a press conference Saturday to question why the 60-foot-high structure bisecting their neighborhood is being salvaged.

"Tear it down!" their signs said.

Earthquake damage to the Central is similar to that found on the waterfront Embarcadero structure: deep cracks in the joints where vertical columns connect to the road decks. But instead of replacing the structure, Caltrans began a repair program last spring, installing steel-plate "jackets" on more than a half-dozen columns, only to have a private engineering review panel declare the designs unsound.

The jacketing designs were abandoned and since last fall Caltrans has rushed to design replacement columns and girders running lengthwise under the road decks.

The agency also plans to remove the top deck north of Oak Street, placing two-way traffic permanently on the lower deck, while

[See FREEWAY, B-8]

◆ **FREEWAY from B-1****Neighbors blast freeway repair plan**

installing new columns and braces on the two-deck arrangement south of there, between Mission and Oak streets. Both segments of U.S. 101 are about one-half mile in length.

Caltrans District Director Preston Kelly, Caltrans Chief of Structures Jim Roberts and Caltrans Chief Engineer Dick Weaver have backed the repair-and-reinforcement scheme even though its cost

would be about the same as building a modern structure from scratch.

The reason, according to Caltrans representatives, is that one or two lanes of traffic could flow on the structure during repair work, which would last an estimated year and a half. A replacement would take two to four years, with a potential for bogging down in the environmental review process.

Moreover, during the years of construction, U.S. 101 traffic would have to descend at Mission Street and fight its way across busy Market Street. Currently the elevated structure is open as far as

Oak Street, though it is heavily braced where it passes over Market.

The repair plan is officially estimated at \$47.5 million, not including sound walls that may be required; total replacement would cost an estimated \$51 million.

Some Caltrans planners and engineers, as well as members of the private review panel, questioned the wisdom of pushing ahead with repairs. They said an all-new structure would be safer, longer lasting and more attractive.

One Caltrans planning official, who asked not to be named, called the repair job "quick and dirty."

O EXAMINER

A section of the San Francisco Sunday Examiner and Chronicle



Gene Cowley, a Caltrans engineer in Sacramento, said that while

he has no doubt the reinforcement will work, he recommended against it last fall.

"We showed that it would be cheaper to replace the structure than to retrofit it," he said. "But Kelly (the Bay Area Caltrans chief) said they had already made commitments to the mayor to keep traffic on the structure during the repairs. Because of that political concern they decided to continue along with the scheme of retrofitting."

He also said that Tudor Engineering of Oakland, the consultant working on designs for Caltrans, has yet to figure out how to reinforce the complex, curving structure above Market Street.

"If we built a new structure we would probably do it with two independent bridges, with the top deck straddling the bottom structure,"

he said, explaining that the existing, weak design is a single unit. "They would be built independently, so there would be no danger of the kind of collapse we saw on the Cypress."

The double-deck Cypress Street structure in Oakland was destroyed in the quake, killing 42 motorists.

Jeffrey Kaplan, president of the Hayes Valley Neighborhood Association, said he would like the structure eliminated all the way back to Mission Street. Others said they would be happy if only the portion north of Oak Street, which touches down at Franklin and Gough streets, were removed, thus preserving the Market Street crossover. Still others said their only concern was safety, and that an attractive new structure in the same place would be fine.

HAYES VALLEY NEIGHBORHOOD WATCH

159 Octavia Street
San Francisco
California 94102

Mayor Art Agnos
City Hall
San Francisco, CA 94102

March 7, 1991

Dear Mayor Agnos,

I represent a group of residents and merchants who are extremely concerned and displeased with the current Caltrans proposal to reconstruct and retrofit the damaged section of the Central Freeway which runs directly through our neighborhood.

Having gathered a considerable amount of support, information and documentation, we would welcome the opportunity to meet directly with you to discuss our suggestion for a solution which would address:

- Safety
- Cost effectiveness
- Air quality and noise
- Timely implementation
- Neighborhood Concerns

Having spoken with Larry Florin at length on this issue, I feel we have a common goal in arriving at a workable solution as soon as possible. I am available to meet at your soonest convenience. I may be contacted at the above address or by phone 788-7010.

Thank you for your interest in this matter.

Sincerely,



Jeffrey Kaplan

150 Page-St. #35
San Francisco, CA 94102
March 13, 1991

Board of Supervisors
City Hall
Polk & McAllister Sts.
San Francisco, Calif.

Dear Supervisor

According to what's in the news, it appears that proposed repairs to the northernmost section of the central freeway may not be safe and most certainly would be ugly.

In a city that has, in recent decades, lived through and survived

1. the construction of BART, Muni Metro,
and
2. the reconstruction of the entire existing
cable car system,

it seems to me as a long-time resident and homeowner that we should have some new idea for moving traffic in and through San Francisco that would be safe, effective, & attractive, even if it took longer.

I hope the Board of Supervisors will take the initiative in preventing the proposed mish-mash of a patch job from taking place.

In the 17 months since the earthquake of 1989, we have proven that we can live with changing traffic patterns, as well as during the long projects mentioned above, so let's not be over-run by the state just for a quick fix.

Yours truly,


David Laudenat

TO: JEFFREY KAPLAN - 982-2276
FROM: ANDY NASH

SAN FRANCISCO FREEWAY REPAIRS AND RECONSTRUCTION

Repairing damaged freeway structures is a complex and often windy up costing more than taking the structure down and replacing it with a new structure. Repairs to old structures are not as safe as building a new one. Finally, today's transportation needs are different from what the freeways were designed for. The city's goals and objectives are different; it is important to consider the long-term impact of making major capital spending decisions such as repairing San Francisco's damaged freeways.

Therefore, San Francisco Transportation Planning Board members should review the following:

1. That an damaged San Francisco freeway should be studied to assess whether an alternative set of transportation improvements might better serve the region's and city's transportation needs.
2. That the study should consider the impact of the study on the Transit First Policy; the need for housing and transportation alternatives; and economic conditions.
3. That, at a minimum, the damaged freeway structures should be repaired and replaced; simply repairing the damaged freeway structures may not be sufficient to ensure their maximum safety.

EMBARKMENT GIGI'S ADVISORY COMMITTEE

Replacement of the Embarcadero Freeway will have a significant impact on the San Francisco environment. This project provides an opportunity to improve the waterfront in the city, increase the quality and quantity of open space, improve the downtown area and improve transportation conditions.

It is critical that citizens be involved in the project. The freeway replacement and the disposition of the land must be decided in a way that is consistent with the city's goals and objectives.

Therefore, San Francisco Transportation Planning Board members should request that the Citizen's Advisory Committee (CAC) be formed immediately the evening or after normal working hours to improve the participation of citizens in the project.

Caltrans urged to rebuild Central Freeway

By Walt Gibbs
OF THE EXAMINER STAFF

As demolition crews knock apart the waterfront Embarcadero Freeway, Supervisor Bill Maher is calling on Caltrans to halt its earthquake-repair program for the less-famous Central Freeway and to rebuild at least part of that elevated structure from scratch.

"These are obsolete, seriously flawed structures that Caltrans would never consider building today," said Maher. He introduced a resolution Monday urging the state agency to back off its plan to repair the Central Freeway even if it means losing time.

"We have a tremendous opportunity to build a safer roadway which better meets our traffic needs," Maher said. "The Embarcadero demolition points the way. And although it will take a little bit longer to build, it will be well worth the effort to have it done right. Let's just do it."

He likened the Embarcadero and Central freeways to the Cypress Street viaduct in Oakland, whose collapse was the worst catastrophe of the 1989 Loma Prieta earthquake. Forty-two people died under the fallen roadway.

Maher's measure comes in the wake of Caltrans' announcement two weeks ago that the damaged stretch of the Central must stay closed at least through June 1992 and that Interstate 280, cracked and crumbling between U.S. 101 and Army Street, will remain off-limits until sometime in 1993. Rebuilding the Central would take about three to five years, officials said.

I-280 is nearly identical in design to the other double-deck

◆ FREEWAY from A-1

Caltrans urged to rebuild the Central

structures, but Maher said he had narrowed his sights to the Central Freeway because its repair plans were further along.

"The estimated time for repair keeps growing," Maher said, "and the cost estimates have now reached the range where it makes no sense to try to retrofit an obsolete structure that is halfway or more than halfway through its life expectancy."

Caltrans' most recent cost estimate for repairing and reinforcing the milelong stretch of the double-decker north of Mission Street is \$47.5 million, compared with \$51 million for rebuilding the same portion.

Erected in the late 1950s, the structure was originally intended to go north toward the Golden Gate Bridge and west along the Golden Gate Park Panhandle. But as three elevated stub ends on the Central attest, the project was thwarted by neighborhood groups that rose up in anger against the plan.

Last week, after revelations that an engineering-review panel and numerous Caltrans engineers questioned the wisdom of pursuing repairs, the civic group San Francisco Tomorrow and the transportation committee of the local Sierra Club voted in favor of rebuilding the Central and I-280.

Repair plan called insufficient

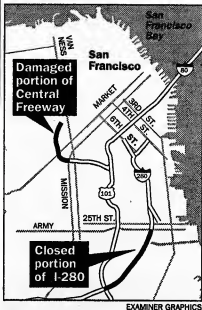
"All damaged San Francisco freeways should be studied to assess whether an alternative set of roadway and transit improvements might better serve the region's and The City's transportation needs," said a resolution approved jointly by both organizations.

"At a minimum, the damaged freeway structures must be torn down and replaced. Simply repairing the Central Freeway and I-280 will not be sufficient to ensure their maximum safety."

Designated U.S. 101, the Central carries four to six lanes of traffic in a 2-mile dogleg branching off San Francisco's north-south freeway spine. The half-mile stretch that Maher wants demolished is the double-deck northern tip, with ramps at Franklin, Turk and Gough streets.

Caltrans' \$47.5 million repair scheme includes removing the Central Freeway's top deck north of Oak Street and retaining and bracing the curving double-deck segment that begins at Mission Street and crosses Market Street. This portion, with ramps at Oak and Fell streets, is heavily braced with steel I-beams but is undamaged and open for travel.

Maher said his measure opposing Caltrans' course of repairs would be referred to the Board of Supervisors' Economic and Social Policy Committee, where there would be a public hearing in the next month.



- ☐ SACRAMENTO OFFICE
STATE CAPITOL
SACRAMENTO, CALIFORNIA 95814
(916) 445-8077
- ☒ DISTRICT OFFICE
1388 SUTTER STREET
SUITE 1002
SAN FRANCISCO, CALIFORNIA 94109
(415) 557-0784
- ☐ DISTRICT OFFICE
107 SOUTH BROADWAY
SUITE 8009
LOS ANGELES, CALIFORNIA 90012
(213) 620-4356

Assembly California Legislature

WILLIE LEWIS BROWN, JR.
SPEAKER OF THE ASSEMBLY

March 22, 1991

Mr. Preston W. Kelley
Division of Highway Maintenance
1120 "N" Street
Sacramento, CA 95814

Dear Mr. Kelley:

It has been brought to my attention that San Francisco Central Freeway community residents, the Board of Supervisors and civic groups are expressing serious comments on the future of the freeway.

As you may know, there are reports by CalTrans engineers and an engineering review panel that question the wisdom of repairing the freeway. Various arguments are being made to rebuild the freeway rather than repair it. The discussions focus on safety, minimal cost differences and the possibility of alternative and more effective transportation routes. There is also a proposal to demolish the freeway and replace it with housing units.

I would appreciate receiving information on the status of the Central Freeway. Thank you for your cooperation in this matter.

Sincerely,

Original Signed By
Willie Lewis Brown, Jr.
Assemblyman, 17th District
WILLIE L. BROWN, JR.
Speaker of the Assembly

WLB/msr

050

Central Freeway, I-280 fixes due in '92, Caltrans says

State to go with
retrofitting because
it's cheaper

By John D. O'Connor
OF THE EXAMINER STAFF

DALY CITY — Traffic on San Francisco's U.S. 101 viaduct will flow again by spring 1992, Caltrans Director Robert Best told an impatient state Sen. Quentin Kopp, and on Interstate 280 by late 1992.

Best also said it's better to retrofit the Central and Southern freeways than to tear them down and start over again, as many of Kopp's constituents have hoped.

"The cost to repair and reopen is less than the price of replacing the facilities," Best said Thursday at a special hearing of the Senate Transportation Committee. "Further, by retrofitting the Central and Southern viaducts, we can have traffic service restored at least two years earlier than if we replaced them."

Best's projections seemed to mollify Kopp, who said he has been chafing at the delay in restoring the quake-damaged freeways, closed since the Loma Prieta quake rumbled through the Bay Area in 1989.

Kopp said he would do whatever he could to speed up the repair of the two major arteries, offering to carry legislation enabling engineers to start the rebuilding process without first drafting an environmental impact report.

But the senator fretted about who will pay the bill for getting the two roadways back in action, a cost estimated at about \$100 million, and said federal repair funds made available shortly after the earthquake will not cover it all.

Without revenue from a 2-cent gas tax he has proposed, Kopp said plans to retrofit the freeways may be put on hold.

"Without that money we're shut down," he said. "Without legislation it won't be 1992, it will be whenever."

Experts have put the cost of

retrofitting the double-deck stretch of I-280 just north of the Alemany interchange to the Evans Street area at \$41 million, with most of the money coming from federal emergency-repair funds.

Caltrans officials put the cost of restoring the Central Freeway at \$49 million.

Best also announced that testing of seismic retrofitting techniques Caltrans plans to use on the two roadways will begin in May.

Scale models of support columns used in the two structures are being built at UC-San Diego, Best said.

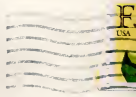
Researchers will then simulate earthquake conditions to see how the columns will react to seismic pressure. Testing will continue over the next four months, Best said.

Some columns on the viaducts will be replaced, while others will have continuous spiral steel reinforcements added along their length.

**Assembly
California Legislature**

WILLIE LEWIS BROWN, JR.
SPEAKER OF THE ASSEMBLY
17TH DISTRICT

1388 SUTTER STREET
SUITE 1002
SAN FRANCISCO, CA 94109



Jeff -
Sorry you did not
get this sooner; a new
city makes things
a lot slower.

Margie Bels
P.S. Have you been in
touch w/ Quentin Kopp. If not,
call me.

Kaplan
, Inc.

co, CA 94111

Central Freeway Mess

Editor — As the Embarcadero Freeway finally comes down, there remains another elevated roadway in San Francisco that is just as unsafe, just as unsightly, and just as deserving of demolition.

The Central Freeway has cast a pall over the Hayes Valley neighborhood ever since it was built, providing a haven for abandoned cars, illegally dumped trash and prostitution and other street crime. Studies have shown that the Caltrans proposal to retrofit it by bulking it up and widening the roadway will heighten traffic noise and increase levels of carbon monoxide.

The outrage of residents, property owners and merchants who must live and work alongside or underneath this monstrosity has been ignored. We call on Caltrans to at

least undertake comprehensive engineering and environmental studies before any construction begins. Already they have wasted tens of millions of dollars in their initially badly designed and ill-advised attempt at repair. The steel collars abandoned half-bolted to the concrete columns are reminders of their haste.

WINSTON MONTGOMERY
San Francisco

Activist Wants Damage

By Jim Balderston

The northern half of the Central Skyway could share the same fate as the Embarcadero Freeway, if Hayes Valley neighborhood activist Jeff Kaplan has his way.

The Embarcadero Freeway, which runs along the city's central waterfront, is being torn down and will be replaced with a street-level or subsurface roadway after suffering damage in the October 1989 earthquake.

Kaplan, an organizer with the Hayes Valley Neighborhood Watch,

wants Caltrans to tear down the elevated, two-tier skyway, and then have the city use the land to build affordable housing. The northern section of the skyway is still closed as a result of the earthquake, despite Caltrans' attempts to repair the structure.

Kaplan's idea has won enthusiastic support from two environmental groups, and conditional support from one affordable-housing organization.

San Francisco Tomorrow, which supported the demolition of the Embarcadero Freeway, has

passed a resolution asking that alternatives to repairing the earthquake-damaged freeways be carefully studied, including replacing them with surface roadways. Andy Nash, the group's president, said a number of transit improvements could eliminate the need for the northern section of the skyway.

"If the freeway were designed to have multiple off-ramps, if there were transit improvements, the closed section wouldn't be needed," he said. "Streets could be made one-way in the area, and parking could be limited during rush hours."

The San Francisco chapter of the Sierra Club also passed a resolution urging that the freeway simply be torn down and replaced by a roadway and transit improvements.

Calvin Welch, who represents the Council of Community Housing Organizations, which builds affordable housing, said there would be interest in the freeway sites if the traffic problems could be resolved.

"The one major obstacle is the alternative transit solution for all of the traffic that would use a repaired freeway," he said. "We wonder just where all of the cars would go."

If an alternative solution to the traffic problem could be found, Welch said, the land should be used for affordable housing.

"The state has made it clear that freeway land that is no longer used for freeways should, as the top priority, be used for affordable housing," he said. "If the traffic problem is figured out, we would definitely pursue those sites."

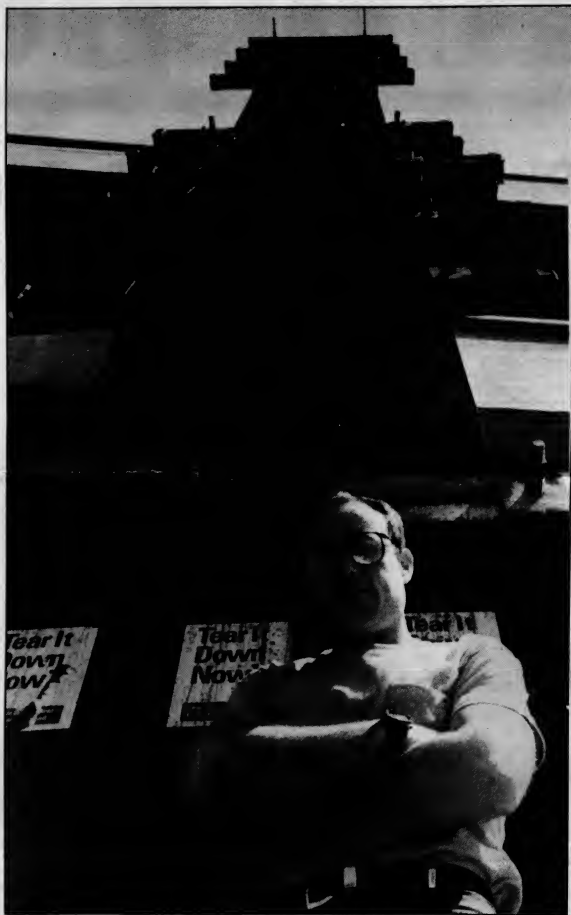
Kaplan said the freeway is the cause of many of the problems that pushed him to form the Neighborhood Watch organization two-and-a-half years ago.

"We originated nightly patrols underneath the freeway to deal with the prostitution and crime in the area," Kaplan said. "The root of most of the problems in the Hayes Valley — prostitution, abandoned cars, litter and crime — is the freeway."

Kaplan says he sees the demolition of the freeway as a means for transforming the Hayes Valley Neighborhood.

"There are 15 or so parking lots, and some other smaller lots, under the freeway. The city could take that land by eminent domain and build affordable housing on

d Skyway Demolished



DESTER DONG

Hayes Valley resident Jeff Kaplan beneath the freeway he would like to see disappear.

responsibility for the final disposition of the freeway, must agree to tearing it down. Caltrans started repairing the freeway about a

year ago, but was forced to stop after engineers determined that the steel reinforcing jackets being placed on the structure's columns were not strong enough to allow the freeway to withstand another major earthquake.

Kaplan said he and other residents attended a meeting on Feb. 5 at Caltrans office, where Caltrans officials laid out a plan to remove

the top deck of the skyway and use an expanded single deck for both directions of traffic.

"At that meeting I asked why no environmental impact report had been prepared for this plan," Kaplan said. "I felt that moving all of the traffic down to a lower level, closer to the homes in the area, would

See Freeway, page 9

Freeway

from page 2

have a significant impact."

According to Kaplan, Caltrans officials told the audience that there was no need for a study, because the environmental impacts of a single-level freeway would be identical to those of the present structure.

A January 29th Caltrans report, however, indicates that there would be effects that would have to be mitigated if the single-level freeway were to be built.

In part, the report states that "All residents adjacent to the project are eligible for noise barrier projection," and that "Predicted noise levels. . . [would be] well over the federal and state standards."

The report also states that the single-deck freeway option would aggravate carbon monoxide levels at most of the residences near the structure.

"The build alternative is predicted to be worse than the no-build alternative for 82 residential units; the no-build alternative is predicted to be worse for 10 residential units," the report says.

One of the ways the memo suggests dealing with the increased pollution from the freeway is "demolition of the freeway with no replacement structure (accompanied by possible local street improvements for freeway access and local traffic distribution.)"

Kaplan said the study argues for the demolition of the entire structure. "The best way to deal with the air-quality problems is complete demolition," he said.

Caltrans officials have other plans for the site.

To date, Caltrans has stated that it plans to tear down and replace parts of the closed section of the freeway. According to Caltrans public information officer Lisa Murphy, Caltrans is not considering tearing down any damaged freeways unless it plans to replace the structures.

Caltrans plans to hold a public information meeting in the Hayes Valley on Thursday, April 11, at 150 Oak St. The meeting is tentatively scheduled to run between 4 and 8 pm.

Kaplan, despite the obstacles, remains optimistic that he can get the freeway torn down. "Everything points to tearing it down and not rebuilding it," he said. "Does it really need to be there at all?"

Panel of supes backs razing of Central Freeway

Urging demolition rather than repair of elevated freeway damaged by quake

By Walt Gibbs
OF THE EXAMINER STAFF

A Board of Supervisors committee has urged Caltrans to consider total replacement instead of repairs for the double-decked portion of U.S. 101, which was knocked out of commission by the 1989 Loma Prieta earthquake.

The three-member Economic and Social Policy Committee voted unanimously Tuesday to support Supervisor Bill Maher's resolution urging Caltrans to demolish and replace the elevated structure, called the Central Freeway, through Hayes Valley.

Caltrans has been pursuing a complex design of repairs and steel reinforcements that Chief Engineer Dick Weaver said will prevent a collapse like that of the Cypress Structure segment of the Nimitz Freeway in Oakland, where 42 people died in the magnitude-7.1 Loma Prieta earthquake.

Caltrans' plan includes removing the top deck between Oak and Turk streets, where the highway is now closed, but retaining it for a half-mile south of there, where it crosses Market Street.

Weaver said his prime goal was speed. Building a modern elevated freeway from scratch, he said, would take at least two years beyond the spring of 1992, when Caltrans hopes to open a lane or two on the rehabilitated structure.

Weaver said anything to change the status quo would require a time-consuming environmental impact report (EIR), which Caltrans has tried to avoid.

"We're being told to accept second best," Maher replied, "because otherwise an EIR would be required. Let us take the time to explore our options and do this



Avenue — where the stacked decks now begin — and cross Market Street by means of a tunnel emerging onto Franklin Street.

"Could we do that?" he asked. "I don't know. But I'd like to take a look at it, along with several other possibilities."

The cost for repairing the Central has been estimated at \$49.5 million, compared with \$51 million to build an all-new double-deck structure along the same route, as favored by several mid-level Caltrans engineers and members of a private engineering panel appointed to review Caltrans' design.

The Central was erected in concert with the Nimitz and Embarcadero freeways during the late 1950s.

At the hearing Tuesday a lineup of Hayes Valley residents — including an employee of Caltrans — said anything from affordable housing to a rebuilt double-decker would be preferable to the repair scheme. They complained the existing structure is a haven for drug dealing and prostitution as well as a continuing quake hazard.

"I don't trust Caltrans," said Bob Czekala, a personnel assistant in Caltrans' district office and a neighbor of the freeway for nine years. "They don't want an environmental impact report because they know that freeway is not worth retrofitting."

Maher said he put little cre-

The three-member Economic and Social Policy Committee voted unanimously Tuesday to support Supervisor Bill Maher's resolution urging Caltrans to demolish and replace the elevated structure, called the Central Freeway, through Hayes Valley.

Caltrans has been pursuing a complex design of repairs and steel reinforcements that Chief Engineer Dick Weaver said will prevent a collapse like that of the Cypress Structure segment of the Nimitz Freeway in Oakland, where 42 people died in the magnitude-7.1 Loma Prieta earthquake.

Caltrans' plan includes removing the top deck between Oak and Turk streets, where the highway is now closed, but retaining it for a half-mile south of there, where it crosses Market Street.

Weaver said his prime goal was speed. Building a modern elevated freeway from scratch, he said, would take at least two years beyond the spring of 1992, when Caltrans hopes to open a lane or two on the rehabilitated structure.

Weaver said anything to change the status quo would require a time-consuming environmental impact report (EIR), which Caltrans has tried to avoid.

"We're being told to accept second best," Maher replied, "because otherwise an EIR would be required. Let us take the time to explore our options and do this right."

He said one option would be for northbound traffic to leave the elevated structure at South Van Ness

Avenue — where the stacked decks now begin — and cross Market Street by means of a tunnel emerging onto Franklin Street.

"Could we do that?" he asked. "I don't know. But I'd like to take a look at it, along with several other possibilities."

The cost for repairing the Central has been estimated at \$49.5 million, compared with \$51 million to build an all-new double-deck structure along the same route, as favored by several mid-level Caltrans engineers and members of a private engineering panel appointed to review Caltrans' design.

The Central was erected in concert with the Nimitz and Embarcadero freeways during the late 1950s.

At the hearing Tuesday a lineup of Hayes Valley residents — including an employee of Caltrans — said anything from affordable housing to a rebuilt double-decker would be preferable to the repair scheme. They complained the existing structure is a haven for drug dealing and prostitution as well as a continuing quake hazard.

"I don't trust Caltrans," said Bob Czekala, a personnel assistant in Caltrans' district office and a neighbor of the freeway for nine years. "They don't want an environmental impact report because they know that freeway is not worth retrofitting."

Maher said he put little credence in Caltrans' cost and time estimates, which have proved unreliable for all four quake-damaged double-deck structures in the Bay Area.

In addition to the Central Freeway these are Interstate 280, which remains closed (at least through 1992) between U.S. 101 and Army Street because of shattered columns; the Embarcadero, which is being torn down; and the Cypress Structure in Oakland, which Caltrans intends to rebuild along a new route by 1997.

After Tuesday's hearing, Supervisor Angela Alioto signed on as co-sponsor of Maher's demolition measure, which the full board will take up April 22. She amended it to call for an environmental study of all options, including tunnels and surface-level roadways.

"I'm for getting rid of all the double-deck freeways that we built in the '50s, '60s and '70s," she said.

When Alioto asked Weaver whether he could guarantee that a retrofitted structure would stand during an 8.3 earthquake lasting 15 seconds, he replied, "Yes, I'm convinced."

OFF WITH OFF RAMP



EXAMINER/CHRIS HARDY

Demolition crews smash away at a quake-damaged section of the Central Freeway north of Oak Street nearly two years after the Loma Prieta temblor knocked it askew. Oak Street traffic is detoured around the work.

Member
Board of Supervisors
City and County of San Francisco



KEVIN F. SHELLEY

May 7, 1991

Jeffrey Kaplan
159 Octavia Street
San Francisco, CA 94102

Dear Mr. Kaplan:

Jeff

Thank you for your recent letter concerning demolition of the Central Freeway. Yours was one of many communications which my office received on this subject, and I can tell you that I have spent considerable time studying the matter.

Please be advised that I agree with your position and, when the matter came before the Board of Supervisors for a vote on April 22, 1991, I supported the resolution which urges Caltrans to study the feasibility of demolition -- rather than repair -- of the Central Freeway. The resolution passed.

Thank you again for taking the time to express your thoughts to me. If I may be of future assistance, please let me know.

Sincerely,

Kevin

Kevin Shelley

*Sorry for the delay in responding.
You were/are a real leader on
this issue.*

Freeway repairs to take a year longer

By Walt Gibbs
OF THE EXAMINER STAFF

Caltrans, swamped by complex plans to repair and reinforce quake-damaged highways, has postponed for at least another year the scheduled reopening of the Central Freeway and Interstate 280 in San Francisco.

"We're pushing as fast as we can but we want to make sure the structures are safe when we finally put something up," said Preston Kelly, district director of Caltrans.

Caltrans officials also said Wednesday that they have determined a two-block section of the Central Freeway between Oak and Hayes streets will have to be replaced altogether.

Kelly said the new schedule calls for reopening some lanes of the Central Freeway north of Oak Street by spring 1992 and I-280 between U.S. 101 and Army Street sometime in 1993.

Both segments were critical arteries until they were closed after the Oct. 17, 1989, earthquake.

Kelly said preliminary designs for new columns and braces on the double-decked structures have un-

• [See **FREWAYS**, back page]

Freeway repairs set back a year

dergone intense, time-consuming scrutiny.

Mayor Agnos reacted angrily to the news: "My frustration has burst out. For a year and a half we

have given Caltrans the benefit of the doubt, letting them develop and invent solutions to a catastrophe the world has never encountered before. But frankly I have run out of patience ... It's time for them to be on the ball."

After the Loma Prieta quake, Caltrans officials said they thought I-280 and the Central Freeway could be reopened in three or four months. Since then the target dates have been repeatedly pushed back and the cost estimates have escalated.

Until Wednesday, Caltrans officials had stood by their projection made last fall of reopening the Central Freeway this June and I-280 by the end of 1991.

"We are all frustrated by how long this has taken," said Jim Drago, Caltrans' chief spokesman.

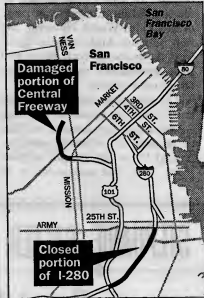
He added that the Central will be only partly reopened — perhaps a lane or two — by the spring 1992 target.

Kelly said Caltrans engineers and consultants have been hampered by having their reinforcement designs scrutinized by a private engineering review panel, whose leaders have suggested it may be wiser to build an all-new Central Freeway.

"Unfortunately, we're doing it by committee," said Kelly.

Drago said engineers have also had to await the outcome of research.

In the coming months, Drago said, UC-San Diego engineering professor Nigel Priestly will build half-scale concrete freeway replicas for testing. Unfortunately, it turns out that the variety of steel reinforcing rod used in elevated freeways of the 1950s is no longer manufactured, so Caltrans has had to have



EXAMINER GRAPHICS

the steel specially made to ensure accurate modeling.

Meanwhile, the Hayes Valley Neighborhood Association has begun a campaign to have the Central Freeway removed or entirely rebuilt according to modern safety and aesthetic standards.

Agnos said Caltrans has not sought his advice on how to proceed with the I-280 and the Central Freeway repair projects.

"I want the safest, most reliable structures for the people of San Francisco," said Agnos. "But I have not been given the opportunity to make the decision for Caltrans. If they can't handle it, I am willing to."

MATIER & ROSS

THE INSIDERS

Caltrans' freeway fiasco

FREEWAY BLUES: While public attention focuses on tearing down the Embarcadero Freeway, repairing The City's two other damaged double-decker arteries is quietly becoming the center of a multimillion-dollar engineering nightmare that promises to tie up traffic in the area for years, Insiders say.

"Caltrans' handling of this whole thing probably is one of the biggest public agency fiascos of the last 10 years," said one official, who asked not to be identified.

Insiders say the first hint of trouble came last July when Caltrans was forced to redo its retrofit designs on the Central Freeway and I-280. That meant months of delays and a near doubling of projected costs.

Now Caltrans engineers tell The Insiders that repairing the Central near the Gough Street ramps may wind up costing more and being less safe than tearing it down and rebuilding it from scratch.

Plus, the original idea of peeling off the Central's top layer, and then restriping the lower deck to handle two-way traffic is fraught with problems.

Caltrans has promised Mayor Agnos the Central would be back on line by June — but if that deadline is met, it could be for only one lane each way.

Reason: Caltrans sources say the columns holding up the lower deck will have to be shored up — one at a time, meaning squeezing traffic down to one lane each way.

Result: Backed up traffic until the columns are replaced — and that could take until 1993.

The news on 280 isn't much better.

For starters, Caltrans spent about \$10 million on a bracing system, much of which will have to be torn out. Plus, like the Central, 280 will likely need more support columns than previously thought.

Caltrans stands by its promise to reopen the two freeways this year. But state highway officials are cautious. "The kind of work we're doing out there is very complex and has never been done before," says Caltrans spokesman **Jim Drago**.

However, one local engineering executive familiar with the freeway projects doubts that Caltrans can live up to its commitments. He predicts the Central — like the double-decked Embarcadero Freeway — eventually will have to be leveled for cost and safety reasons.

Neighbors Hostile to S.F.'s Central Freeway

By L. A. Chung
Chronicle Staff Writer

It is only three blocks from Hayes Valley to the grand rotunda of City Hall, but for those whose view is blocked by the Central Freeway, it might as well be a continent away.

Residents call the freeway a Berlin Wall, a curtain, a double-decked barrier that hides Hayes Valley from the powers-that-be and the rest of the city.

Since the 1989 Loma Prieta earthquake, the closed Central Freeway has become the focal point of a drive to reunite a forgot-

ten neighborhood.

On one side of the freeway are art galleries, tony restaurants, jazz clubs and shops catering to the well-heeled patrons of the symphony, opera and ballet. On the other side are restored Victorians, low-income housing projects and closed storefronts.

"On one side is the shining city, and on the other side is a no-man's land," said Jeff Kaplan, who owns an Octavia Street condominium and has been rallying neighbors to the cause of demolishing the Central Freeway.

The Central Freeway is identi-

cal in construction to Oakland's Cypress Viaduct, which collapsed during the earthquake, and the Embarcadero Freeway, which is being demolished because of safety concerns.

Hayes Valley residents and a fledgling merchants group want their double-decker demolished too. That would have the added benefit of removing a concrete haven for prostitution and drug dealing. The residents and merchants want housing put on the land. Caltrans, however, has balked and appears to be ignoring city requests to consider demolition.

Area residents hated the freeway from the beginning.

Originally intended to connect U.S. 101 to the Golden Gate Bridge, the Central Freeway only went a half-mile toward its ultimate destination. San Franciscans revolted against routing the highway through the Panhandle and Pacific Heights.

The freeway ended at Gough and Turk streets. Massive concrete stubs indicate the direction the freeway might have gone.

But for residents of Hayes Valley — primarily low-income blacks — it was too late.

Scores of families were uprooted when the state began condemning property in the freeway's path. Victorian and Edwardian homes gave way to the elevated highway and the parking lots that sprung up beneath them.

"I was angry, I was mad," said Bill Street, who was 11 years old when the freeway was completed in April 1959. "I had classmates who didn't know what they were going to do or where they were going to live."

Street, now a nightclub singer, remembers his mother taking him

Page A18 Col. 5

Neighborhood Urges Caltrans To Tear Down Central Freeway

From Page A13

along to City Hall with groups of other Western Addition blacks to protest neighbors' displacement, "but we had no political and economic clout."

"It wasn't a good neighborhood and it wasn't a bad neighborhood," said his mother, 76-year-old Jimmy Street. She is known as "Mama" or "the Pie Lady" by longtime residents and the police for the home-made lemon and sweet potato pies that she sold on the street.

Some have less than pleasant memories of the valley, particularly in the early 1970s.

"You couldn't even unload a truck in front of your store without someone running off with something," said Willie Sharp, whose Sharp Brothers Trading Post store displays a jumble of old radios, telephones, appliances and water heaters typical of the shops that used to operate on Hayes Street.

The neighborhood has taken a small turn for the better since the opening of the \$37 million symphony hall on Van Ness Avenue 10 years ago, Jimmy Street said. At time, the Hayes Valley was regarded as an up-and-coming neighborhood. Young professionals, drawn by the low housing prices and the proximity of the arts complex started moving into the area.

Although crime has lessened, the area's predicted renaissance has been slow. "It's not a Union Street, it's not even a Noe Valley or a Clement Street," said Bonnie Boren, an artist who runs a confections and nuts shop on the "good" side of Hayes Street. Even on the Civic Center side of the freeway,

the commercial boom has been limited to Hayes Street, said Ron O'Neill, who owns DeLuxe Dog Grooming on Gough Street.

Nevertheless, merchants on both sides of Hayes Street think that a commercial district would flourish with the removal of the freeway.

"If that barrier weren't there, business would pick up for all of us," said Andrew Foxwell, the owner of the Ivy's, a popular restaurant on the Civic Center side of the freeway. Two blocks down on the other side of the freeway, Madeline Behrens-Brigham has been organizing several merchants on the 500 block of Hayes Street who have optimistically opened what one resident called "tough, New York-hip places" — art galleries, and collectible shops — in the past year.

Bill Street predicted that the white professionals would have more political clout, and could be more successful in reclaiming the neighborhood. Nevertheless, even the newer residents of the neighborhood say they are having a tough time trying to persuade state and local officials to listen to them.

Despite the city's request that Caltrans consider demolition in an environmental impact report, the agency is going ahead with plans to remove only the top deck and use the lower deck for both directions of traffic, said Caltrans spokesman Greg Bayol.

Undaunted, neighbors are holding a meeting tomorrow night with Supervisor Bill Maher at the University of California Extension to decide how to step up pressure for demolition.

Raze double-deck freeways

Caltrans has already wasted enough time and money looking for a fix for damaged structures

ALL RIGHT, Caltrans, you had your chance to fix the double-deck freeways damaged in the 1989 earthquake. It's been 576 days since the Central Freeway and Interstate 280 were good for anything but gawking at—unless you think the state should provide big concrete playgrounds for otherwise unemployable engineering types.

Everything the state Department of Transportation has to say on the matter, people here have heard already. We're tired of hearing that the double-deckers are going to be open in three months, six months, a year, two years—whatever the latest estimate is. None of that is believable any more. And why should it be? Do we see any work going on out there? No. We're told that finely crafted miniatures of the useless freeways have been built for tests at UC-San Diego. Caltrans isn't fixing freeways, it's doing research for some sort of journal for fumbling concrete jockeys.

The Loma Prieta earthquake told us something no state engineer ever volunteered: The double-deck freeways were just

waiting for the right shake to rip them apart. After the temblor opened their eyes, the bridgemasters did say the structures were flawed. Their vision of a quick fix for the problem turned out to be a mirage, retreating as rapidly as the engineers could dream up new schemes to strengthen the structures.

While Caltrans has gone off on a chase to nowhere, many of us are stuck in traffic. We remember when it was possible to drive on the freeways. We didn't think they were beautiful, just utilitarian. We didn't have so much time then to wonder what in the world Caltrans was up to.

Last week, the Board of Supervisors got it right when it passed a resolution calling for demolition and replacement of the Central Freeway structure. Whatever solution Caltrans' numb minds come up with won't be nearly as safe or strong as simply building a new structure using the latest seismic design and technology. Getting rid of the Central Freeway structure is just a start. Caltrans also must tell us what the status of I-280 is. Unless they're ready to get moving on that project right now, they ought to demolish that freeway too and begin again.

Freeway demolition to proceed

Caltrans rejects S.F. objections

By Tom Dowling
OF THE EXAMINER STAFF

Over opposition from the San Francisco Board of Supervisors, Caltrans will proceed this month to strip the top deck off an earthquake-damaged section of the Central Freeway, eventually shifting all traffic to the lower deck.

The state Department of Transportation said Wednesday it will sign a \$1.5 million contract as early as this week with Evans Brothers of San Ramon to tear down six-tenths of a mile of the Central Freeway's upper roadway just south of Gough and Franklin streets, where the ramps touch down.

Caltrans spokesman Greg Bayol said the lower deck will be restriped and converted to a two-way operation. He said it will carry as much traffic as the double-deck freeway did before its closure.

Bayol said that Evans Brothers, which was the lowest of five bidders, could begin demolition as early as May 20. He added that Caltrans hoped to have the revamped section reopened by spring of 1992.

"The main thing is, this will save us from having to retrofit the double-deck freeway," Bayol said.

The Caltrans move flies in the face of a 6-3 Board of Supervisors vote last month urging the state to demolish and rebuild the stretch of freeway. The Hayes Valley Neighborhood Association also has strongly advocated that the freeway be removed entirely or replaced with a new structure.

Supervisor Jim Gonzalez, who voted with the board majority on the resolution, termed the Caltrans announcement "a band-aid approach, a shortsighted solution."

"I'm disappointed," Gonzalez said. "Evidently Caltrans believes it can still fix the freeway, when all it really can do is fix half a freeway — and without sufficient concern for the safety dangers. I mean, haven't they learned anything from the Embarcadero Freeway, with that piece (of debris) that just recently fell down?"

Feds might enter freeway dispute

Maher wants federal highway agency help in effort to raze Central Freeway

By Walt Gibbs
OF THE EXAMINER STAFF

With city and state officials at odds over what to do with the earthquake-stricken Central Freeway, it may be up to the Federal Highway Administration to decide whether to retrofit the double-decked structure through Hayes Valley or replace it, potentially with a tunnel.

Caltrans, whose defense of the waterfront Embarcadero Freeway after the 1989 earthquake was eventually overruled, now wants to fix up the Central Freeway against the wishes of the Board of Supervisors. Last month the supervisors unanimously passed a resolution, later signed by Mayor Agnos, urging demolition of the 60-foot-high freeway for reasons of safety and neighborhood enhancement.

With Caltrans rebuffing the idea, Supervisor Bill Maher says he is introducing a new measure Monday calling on the Federal Highway Administration to block funding for Caltrans' proposed retrofit, which Maher called "short-sighted."

A second resolution by Maher instructs City Attorney Louise Renne to file a lawsuit to compel Caltrans to conduct a full environmental assessment of all alternatives. Both measures will likely come to the board for debate in early June.

Maher said he favored building a new single-deck freeway over Market Street that would plunge underground around Haight Street and follow the existing right-of-way for a half-mile to two-thirds of a mile. He conceded that funding for such a tunnel — perhaps \$100 million to \$200 million — could pose a problem.

Of Caltrans, he said: "They're just too cheap and too lazy to do



San Francisco's quake-damaged Central Freeway is the center of a problem.

CENTRAL FREEWAY



EXAMINER GRAPHICS

◆ FREEWAY from A-1

Feds hold key to freeway's fate

the real work that is required."

Legally, Caltrans does not have to listen to city officials because it owns the highway. But because the Federal Highway Administration (FHWA) controls the earthquake relief funds necessary for any project, its view — so far scrupulously neutral — could carry the day.

Lee Onstott, area engineer for the FHWA, said his agency's position for now "does not exclude any options."



EXAMINER/KIM KOMENICH

m that a federal agency may wind up deciding how to solve.

"We have not directed Caltrans one way or the other at this point," he said. He added that Caltrans' plan "is always subject to change depending on how strong a resolution is passed (by the supervisors) and how strong The City's position is."

The milelong stretch of elevated highway in question extends north from South Van Ness Avenue in a dog leg that crosses Market Street and terminates at Gough and Turk streets.

Caltrans plans to reinforce the southern half — which was not damaged in the 1989 quake and remains open, but is considered seismically weak — and to do ma-

jor surgery north of Oak Street, where it is now now closed. Estimated cost: \$49.5 million.

The surgery would entail removing the cracked top deck north of Oak and placing two-way traffic on the lower deck, which was built extra-wide in the 1950s. A new ramp would connect the two levels and could be partially open by summer 1992.

Caltrans special projects chief Jerry Hauke said Friday it would require an order from the federal government to halt the program now, more than a year and a half after the earthquake.

"Our goal is to get the highway open as soon as possible," he said.

A chance to plead for new

By Walt Gibbs
OF THE EXAMINER STAFF

Caltrans' announcement of a 30-day delay in starting earthquake repairs on the Central Freeway provides the San Francisco Board of Supervisors, which is on record opposing the plan, a chance to plead its case to the U.S. Department of Transportation while neighborhood activists contemplate legal action.

Just as they insisted on replace-

ment of the waterfront Embarcadero Freeway, the supervisors now want something new across Market Street and through Hayes Valley, where the double-decked Central Freeway carried U.S. 101 traffic for 30 years until it cracked in the 1989 Loma Prieta earthquake.

Caltrans officials said they intended to ignore City Hall and proceed with their latest rehabilitation scheme: new columns at strategic spots, total replacement of a two-block stretch from Oak and Hayes

streets and removal of the top deck north of there to the structure's terminus at Turk Street.

They say the plan will save time, money and hassle.

But on Friday they announced that the first step — the deck removal — would be delayed at least a month beyond the June 1 target as a result of problems encountered in demolition of the Embarcadero Freeway. Twice, large slabs of the Embarcadero's upper deck have fallen unexpectedly; Caltrans

freeway

wants to find a safer technique before contracting for partial demolition of the Central.

Supervisor Bill Maher said the delay gives supervisors time to consider two anti-repair resolutions in advance of any action by Caltrans.

The first would call on the Federal Highway Administration (FHWA) to deny funding for the repair scheme and the second would instruct City Attorney Louise Renne to seek a restraining order in Superior Court on the

ground that a full environmental review has not been conducted.

"This is a Rube Goldberg patch job," said Maher, echoing warnings by the Hayes Valley Neighborhood Association, the Sierra Club and San Francisco Tomorrow.

If passed by the board's Economic and Social Policy Committee the resolutions will be heard by the full board in June, Maher said.

Earlier this month the supervisors passed a Maher-sponsored resolution urging Caltrans to demolish the structure and conduct a formal study of alternatives that could include a tunnel, a new elevated structure on the same right of way or new single-deck ramps,

FHWA District Engineer Glenn Clinton said Friday that regardless of City Hall's position, his agency probably will approve the repair plan and reimburse Caltrans for 95 percent of the costs.

Clinton said his agency still has minor concerns about the Caltrans' plan because — by removing the top deck north of Oak Street and placing two-way travel on the extra-wide lower level — more exhaust and noise will pour into the windows of nearby apartment buildings.

Caltrans District Director Preston Kelly hopes to have at least one lane of the repaired structure open in a year.



Louise H. Renne,
City Attorney

May 31, 1991

Mr. Jeffrey Kaplan
159 Octavia Street
San Francisco, CA 94102

Dear Mr. Kaplan:

I wanted to provide you with a follow up on our meeting last week regarding the Central Freeway.

As you will recall, I informed you that Cal-Trans has suspended all work and plans regarding the Central Freeway until July while it reviews the Embarcadero situation. Before the City can file a lawsuit, we must wait until Cal-Trans decides what, if any, action to take.

In the meantime, I've passed on the information you provided me with to the attorneys in our Environmental Unit. They are reviewing the various statutes and case law to see what legal grounds the City has to move against Cal-Trans in the event it decides to go ahead with its plans to reconstruct the freeway come July. I will try to keep you apprised of the results of their review.

Again I want to personally thank you for the time you have taken to share your views and information with me. Hopefully it was time well spent and our joint efforts in resolving the Central Freeway question will have a satisfactory outcome.

Sincerely,

A handwritten signature in blue ink that reads "Louise H. Renne".

Louise H. Renne
City Attorney

LHR/st

Freeway repairs to take a year longer

'We're doing it by committee'

By Walt Gibbs
OF THE EXAMINER STAFF

Caltrans, swamped by complex plans for the repair and reinforcement of quake-damaged highways, has postponed by at least another year the scheduled reopening of the Central Freeway and Interstate 280 in San Francisco.

"We're pushing as fast as we can but we want to make sure the structures are safe when we finally put something up," said Preston Kelly, district director of Caltrans.

He said preliminary designs for new columns and braces on the double-decked structures have undergone intense, time-consuming scrutiny.

The new schedule, Kelly said, calls for reopening some lanes of the Central Freeway north of Oak Street by spring 1992 and I-280 between U.S. 101 and Army Street sometime in 1993.

Both segments were critical arteries until they were closed after the Oct. 17, 1989, earthquake.

Mayor Agnos reacted angrily to the news.

"My frustration has burst out," he said. "For a year and a half we have given Caltrans the benefit of the doubt, letting them develop and invent solutions to a catastrophe the world has never encountered before. But frankly I have run out of patience ... It's time for them to be on the ball."

After the Loma Prieta quake, Caltrans officials said they thought I-280 and the Central Freeway could be reopened in three or four months. Since then the target dates have been repeatedly pushed back and the cost estimates have escalated.

Until Wednesday, Caltrans officials had stood by their projection

[See FREEWAYS, back page]

◆ FREEWAYS from A-1

Freeway repairs set back a year

made last fall of reopening the Central Freeway this June and I-280 by the end of 1991.

"We are all frustrated by how long this has taken," said Jim Drago, Caltrans' chief spokesman.

He added that the Central will be only "partially reopened" — perhaps a lane or two — by the spring 1992 target.

Kelly said Caltrans engineers

and consultants have been hampered by having their reinforcement designs scrutinized by a private engineering review panel, whose leaders have suggested it may be wiser to build an all-new Central Freeway.

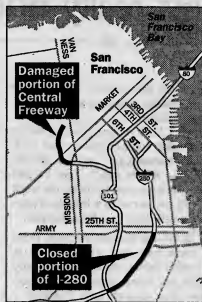
"Unfortunately, we're doing it by committee," said Kelly.

Drago said engineers have also had to await the outcome of research.

In the coming months, Drago said, UC-San Diego engineering professor Nigel Priestly will build half-scale concrete freeway replicas for testing. Unfortunately, it turns out that the variety of steel reinforcing rod used in elevated freeways of the 1950s is no longer manufactured, so Caltrans has had to have the steel specially made to ensure accurate modeling.

Meanwhile, the Hayes Valley Neighborhood Association has begun a campaign to have the Central Freeway removed or entirely rebuilt according to modern safety and aesthetic standards.

Agnos said Caltrans has not sought his advice on how to pro-



Bakker denied bail

ASSOCIATED PRESS

CHARLOTTE, N.C. — A federal judge denied bail Wednesday for Jim Bakker, saying the PTL founder might flee while awaiting resentencing on fraud and conspiracy charges. Last month, the 4th U.S. Circuit Court of Appeals in Richmond, Va., upheld Bakker's convictions on fraud and conspiracy but threw out his 45-year sentence and ordered a resentencing.

ceed with the I-280 and the Central Freeway repair projects.

"I want the safest, most reliable structures for the people of San Francisco," said Agnos. "But I have not been given the opportunity to make the decision for Caltrans. If they can't handle it, I am willing to."

RANDOLPH A. HEARST
President

San Francisco



WILLIAM R. HEARST III
Editor and Publisher

LARRY KRAMER
Executive Editor

PHIL BRONSTEIN
Managing Editor, News

PAMELA BRUNGER SCOTT
Managing Editor, Operations

LEE DEMBART
Editor of the Editorial Pages

JAMES E. SEVRENS
General Manager

PAUL WILNER *Assistant Managing Editor, Features*

TIM PORTER *Metropolitan Editor*

STEPHEN COOK *Foreign/National Editor*

JAY JOHNSON *Executive News Editor*

BARBARA FRENCH *Business Editor*

GLENN SCHWARZ *Sports Editor*

CHRISTINE BARNES *Style Editor*

SHARON BIBB *Night News Editor*

BOB MCLEOD *Photo Editor*

JIM WOOD *Associate Editor*

The Caltrans steamroller

Agency has no business fixing the Central Freeway
if The City wants the structure torn down

CALTRANS HAS finally shown just what it thinks of San Francisco. A little less than nothing. That, at least, is the attitude conveyed by its refusal to even listen to a Board of Supervisors resolution on the Central Freeway.

The supervisors are tired of waiting for the state Department of Transportation to fix the freeways damaged in the Loma Prieta earthquake. So the board passed a resolution seeking demolition and replacement of the damaged double-deck stretch of the Central Freeway.

It's not a hasty or an unreasonable request. The state engineers have had lots of time to act. They have produced a hodgepodge solution—removing part of the freeway's upper deck, adding new lanes to the existing lower deck and replacing damaged columns—that offends common sense.

The supervisors' suggestion is simple. Build a replacement. The new structure could take several forms—a tunnel, a sur-

face-level roadway, a new raised structure or simply new ramps leading to the undamaged portion of the Central Freeway. The replacement could take advantage of current technology, which is better than the 1950s structure that now stands.

There are problems in any replacement plan. Expense for one. Time for another. These are worthy subjects of discussion. Caltrans, though, is refusing even to talk. The agency has put its steamroller in gear. Everyone else better get out of the way. City officials are considering court action to stop Caltrans' work.

That's no way to conduct public business. At the very least, Caltrans owes The City a hearing on its plans. As both Mayor Agnos and the Board of Supervisors have said, the California Transportation Commission, which runs Caltrans, ought to hold a meeting here to see how people here feel about what's happened so far. Caltrans has no business forcing The City to accept a solution that it doesn't want. Caltrans is supposed to serve the people, not the other way around.

Freeway lawsuit threat

By Walt Gibbs
OF THE EXAMINER STAFF

As demolition resumes on the quake-damaged Embarcadero Freeway, San Francisco City Attorney Louise Renne is threatening to sue the Federal Highway Administration and the state Department of Transportation to prevent them from repairing the similarly cracked Central Freeway through Hayes Valley.

Meanwhile, state Sen. Quentin Kopp, I-S.F., has called a special meeting in San Francisco of the Senate Transportation Committee, which he chairs, to allow both sides of the Central Freeway controversy to make their cases.

The Board of Supervisors, spurred in part by the Hayes Valley Neighborhood Association, has urged Caltrans to demolish the mile-long double-deck structure, built in the late 1950s, and to study alternatives such as a modern elevated highway, a tunnel or reconfigured streets.

Last week, the supervisors asked Renne to take legal action, and she said Thursday her staff was investigating environmental grounds for a lawsuit in U.S. District Court.

Caltrans contends the reinforced concrete Central Freeway is salvageable and should be rehabilitated at a cost of \$49.5 million. The agency wants to retrofit half the double-deck stretch with new support columns and lengthwise edge girders while removing the top deck north of Oak Street. Two-way travel along that stretch would be placed on the lower level.

Last Friday, Caltrans awarded Kimmins Abatement Corp. of Niagara Falls, N.Y., a \$1.6 million contract to remove the section of the Central Freeway's top deck. Caltrans officials said Kimmins could start the removal as early as Thursday. But late Thursday, Caltrans spokeswoman Lisa Murphy said the firm would limit itself to photo surveys and other preliminary work until the first or second week in July.

Kopp said Caltrans "won't start anything" until his hearing next Friday in the new State Office Building on Van Ness Avenue.

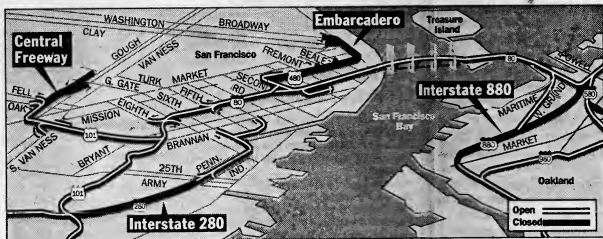
But Caltrans spokesman Greg Bayol said his agency was attempting to regain momentum lost last year when engineers discarded their preliminary design concepts and started over with a more radical repair plan.

"We're encouraging them (the demolition crew) to hurry," said Bayol, "but not because of any court action. We just want to get the road open as soon as possible. If we waited around for people to file lawsuits against us we would never get anything done."

Work resumed Wednesday on the Embarcadero Freeway, also damaged by the quake, after a five-week hiatus. The unexpected collapse of concrete sections on two occasions raised safety issues that have been reconciled between Caltrans and the demolition firm, Superstructures Inc. of Hayward.

METRO

FREEWAYS TO NOWHERE



EXAMINER GRAPHICS

Embarcadero

► **DESCRIPTION:** Mile-long double-decker on the downtown waterfront.

► **DAMAGE:** Cracked severely in its deck-column joints, particularly between Market and Howard streets. Caltrans initially advocated repair and retrofit but when cost estimates jumped steeply Caltrans deferred to City Hall's competing proposal to replace the structure with a subsurface expressway and Ferry Building plaza.

► **DEMOLITION:** Stalled twice by inadvertent deck collapses — is to conclude in late September.

► **CURRENT REPLACEMENT ESTIMATE:** \$135 million

► **PREVIOUS REPAIR ESTIMATES:** \$15 million, \$32 million, \$46 million, \$54.6 million, \$69.5 million

► **CURRENT REOPENING TARGET:** 1994 to 1997

► **PREVIOUS:** April 1990, July 1990, September 1990, April 1991

Central Freeway

► **DESCRIPTION:** Mile-long double-deck segment carrying U.S. 101 traffic in a dog-leg north from Mission Street and Duboce Avenue to Turk and Gough streets.

► **DAMAGE:** Cracked column joints near the northern terminus. Last spring Caltrans installed steel braces later deemed inadequate. Structure is closed north of Oak Street but the open, undamaged stretch south of there is also considered vulnerable. City suing to replace entire structure but Caltrans moving quickly on enhanced repair design.

► **CURRENT REPAIR ESTIMATE:** \$49.5 million

► **PREVIOUS:** \$10 million, \$22.5 million, \$29.5 million, \$32.6 million, \$44.6 million, \$47.5 million

► **CURRENT REOPENING TARGET (for 1-2 lanes only):** June 1992

► **PREVIOUS:** April 1990, June 1990, September 1990, April 1991, June 1991

Interstate 280

► **DESCRIPTION:** Mile-long double-deck segment between U.S. 101 and Army Street interchanges.

► **DAMAGE:** Columns above Solby Street and Innes Avenue were cracked more severely than any others in The City. Partially braced last spring with discredited steel-plate devices. Caltrans now awaiting lab tests on more radical designs.

► **LATEST COST ESTIMATE:** \$43 million

► **PREVIOUS:** \$30 million, \$35.7 million

► **CURRENT REOPENING TARGET:** January 1993
PREVIOUS: February 1990, April 1990, June 1990, September 1990, April 1991, December 1991

Interstate 880

► **DESCRIPTION:** The "Cypress section," a 1.25-mile stretch of double-deck freeway along Cypress Street in West Oakland.

► **DAMAGE:** Collapsed in earthquake, killing 42 people. State and city officials this spring settled on new alignment for a single-deck replacement with eight lanes along railroad tracks outside residential West Oakland.

► **LATEST COST ESTIMATE:** \$700 million to \$800 million

► **PREVIOUS:** \$200 million, \$600 million

► **CURRENT REOPENING TARGET:** 1997 or 1998

► **PREVIOUS:** June 1992

Anger builds over freeway repair delays

S.F., state at odds; work remains years from completion

Candlestick Park.

Caltrans' target date for reopening a repaired and reinforced I-280 is January 1993, but Agnos said he now believes Caltrans should tear

[See FREEWAYS, B-5]

By Walt Gibbs
OF THE EXAMINER STAFF

One year ago, Caltrans-employed construction crews were swarming over the elevated Central Freeway, bolting and welding steel plates onto the concrete support columns damaged in the 1989 Loma Prieta earthquake.

Caltrans had hoped to reopen the structure — similar to the collapsed Cypress Street viaduct in Oakland — by this month. Instead, the complex bracing designs were pronounced unfit by an engineering-review panel and Caltrans went back to the drawing board.

The new target: June 1992. But with all the delays and technical doubts, City Hall has now begun fighting for an all-new structure, perhaps a tunnel, which would add several more years to the wait.

"It's unthinkable to me what's going on," said Rob Beuteman, a photographer who lives in Montara and drives to The City every day. "Their inaction costs me 20 to 30 minutes of additional time on the road every day. It's costing tens of thousands of lost hours for people to be with their kids or at work."

The continual delays in fixing San Francisco's freeway system have "frustrated" Mayor Agnos, "vexed" Senate Transportation Committee Chairman Quentin Kopp and embarrassed Caltrans. Beuteman told a joke making rounds in The City: "Do you know what is orange and sleeps four? A Caltrans truck."

A controversy similar to the one surrounding the Central Freeway is also brewing over the damaged stretch of Interstate 280, the closure of which causes routine traffic jams on U.S. 101 as far south as

◆ **FREEWAYS** from B-1**Anger builds over freeway delays**

it down too and replace it with "a modern, safe and efficient" structure.

"My God," Agnos said. "It has been more than a year and a half since the earthquake and I'm not convinced their latest repair plans will be done in a timely fashion either. After the initial crisis they seem to have fallen into a 9-to-5 attitude."

Meanwhile, the waterfront Embarcadero Freeway is being demolished but is at least three months behind schedule. City officials say it will take three to six years to replace it with a subsurface expressway.

Caltrans is taking its challenge very seriously, said Caltrans District Director Preston Kelly.

He said critics may not understand the monumental engineering task involved in stabilizing the Central Freeway and I-280, which along with the Cypress Street structure displayed a nasty tendency to twist in the 1989 temblor.

Designed by committee

"The problem," Kelly said, "is we're designing these things by committee, and that is very difficult to do."

It was a 10-member engineering-review panel, appointed by Caltrans Director Robert Best at the insistence of then-Gov. George Deukmejian, that ordered a stop to Caltrans' initial burst of repair work on the Central Freeway and

I-280 last spring.

Since then the panel members, from all walks of the engineering world, have examined each detail of designs being churned out by a team of consultants and two dozen Caltrans engineers in Sacramento.

"They're creating new techniques as we go along," Kelly said. "They give us a concept and we go back and design it. Then we run it past them again and they say something else is needed over here or over there. We try to get consensus on everything."

Several of the panel members and rank-and-file agency engineers have said they wish Caltrans would at least consider building all-new structures. But top Caltrans officials have rejected the idea, saying replacement would require environmental studies, untold costs and an extra two years before mo-

CO EXAMINER★★★ Sunday, June 23, 1991 **B-5**

torists feel relief.

They also fear that once the old structures were taken down anti-freeway sentiment in The City would snowball, snuffing out any chance of building modern replacements.

In the case of the Central, a judge may settle the matter temporarily. At the urging of the Board of Supervisors, City Attorney Louise Renne is preparing to seek an injunction in U.S. District Court forcing Caltrans and the Federal Highway Administration to hold off on the repair job.

State Sen. Kopp, I-San Francisco, has scheduled a hearing on the controversy for next Friday in the State Office Building on Van Ness Avenue.

"I'm vexed by the delays," said Kopp, "but I wouldn't want the alternative either, and that is premature reopening of roadways and blood all over the streets of San Francisco when another Loma Prieta hits."

The latest design advanced by Caltrans and approved by the review panel involves replacing every vertical column and adding edge beams the length of both road decks.

For a half-mile stretch of the Central Freeway north of Oak Street the top deck would be removed altogether — a step that Caltrans is poised to begin — and two-way traffic eventually placed on the lower level by means of a new ramp.

New methods needed

As an example of technical difficulties, said Caltrans spokesman Greg Bayol, the review panel has recommended so many reinforcement bars inside the new columns that gravel used in standard concrete won't fit between the spaces. A new mixture had to be developed

and tested as well as a new method of forcing it into wooden forms.

In addition, a UC-San Diego professor in charge of testing the San Francisco designs on a half-scale freeway model has taken a month off to view damage caused by an earthquake in Costa Rica. Earlier, researchers had to specially fabricate the model's internal steel rebar to match what Caltrans had used in the 1950s. Seismic testing of the retrofit designs has yet to begin.

Review panel member Ephraim Hirsch of San Francisco said last week that while he believes the new designs will prove adequate to survive a big quake, he thinks Caltrans took the wrong course from

the beginning and should now listen to City Hall.

"It could've been done quicker by whacking the whole thing down," he said. "It would be well on the way to being replaced by now, and you would be more certain of the final result. It would be made of whole cloth instead of patched and cobbled together."

Stanley Hulett, a California Transportation Commission member from San Francisco who ended his term in February, agreed and said the entire enterprise should have been led from the start by a "czar with dictatorial powers" instead of the multilayered transportation bureaucracy.

'Neglected' menagerie in Novato**EXAMINER STAFF REPORT**

Officials from the Marin Humane Society discovered a menagerie of birds and reptiles when they arrived to search a Novato home an edgy landlord said had been overrun by the animals.

Over 200 snakes, lizards and birds were found when officials with a search warrant entered a home at 1294 Leafwood Heights Friday afternoon.

Five boa constrictors and two pythons confined in a trunk with inadequate ventilation had to be rescued, along with two snapping turtles, which are illegal to own in California, officials said.

The Humane Society's Mary Wright said 107 animals were removed from the residence, most of them in ill health. About 100 others were left behind because they were in good condition.

Owners of the home, identified

as Stephen and Chitra Polanski, were not present at the time of the search.

Back Pain?

Working at a desk or computer . . .

8 out of 10, it's your chair. Old or poorly designed chairs cause big pain & slow productivity.

**MARBLE/GRANITE****\$295****\$495**

150 ON

SINCE

S.F. bid to block plans to rebuild Central

Supervisors OK
measures fighting
freeway repairs

By Jane Ganahl
OF THE EXAMINER STAFF

Two resolutions aimed at halting the state's plans to rebuild the Central Freeway, damaged in the Loma Prieta earthquake, were passed by the San Francisco Board of Supervisors Monday in a 5-3 vote.

The first instructs City Attorney Louise Renne to seek a restraining order against the repairs on the grounds that a full environmental review of the project has not been conducted, and that the freeway is a "violent intrusion" dividing the Western Addition neighborhood in half, contributing to the economic blight and poor quality of life for residents there.

The second calls on the Federal Highway Administration to deny funding for the repairs and urges the state Department of Transportation to hold a hearing on the matter in San Francisco.

Caltrans had intended to install new columns at strategic spots, totally replace a two-block stretch from Oak and Hayes streets and remove the top deck north of there to the structure's terminus at Turk Street.

June 1 had been the target date for the work to begin, but that was delayed until at least July as a result of problems encountered during demolition of the Embarcadero Freeway. Twice, large slabs of the Embarcadero's upper deck have fallen unexpectedly; Caltrans wants to ensure a safer procedure before contracting for partial demolition of the Central.

Citing the supervisors' insistence on replacement of the Embarcadero Freeway, Supervisor Terence Hallinan voted no on the resolutions, saying that the board had "gone too far. We need to take into consideration the needs of the people in the area." Hallinan said the Central Freeway would only take one year to retrofit and would not cost any city funds.

But Supervisor Bill Maher responded, "We should know by now that Caltrans has no credibility. They refused to study any other alternatives, and we are left with an unsafe freeway that violates the Clean Air Act. What a deal!"

An earlier Maher-sponsored resolution urged Caltrans to demolish the structure and conduct a formal study of alternatives that could include a tunnel, a new elevated structure on the same right-of-way or new single-deck ramps crossing Market Street at Franklin and Gough streets.

After the vote passed, Maher said "This is a very happy day for me. The city attorney's office is ready to roll."

Big Crash on the Embarcadero



BY STEVE RINGHAM/THE CHRONICLE

A large slice of the doomed Embarcadero Freeway came down ahead of schedule about 4 p.m. yesterday in front of the Ferry Building in San Francisco. State Department of Transportation officials said a demolition crew loosened a band of concrete 75 feet long and 10 feet wide from the upper deck, sending it crashing

down to the lower deck, which then collapsed to the street below. The head of the company doing the demolition work said the upper deck slab was an appendage of the original freeway structure and was "unpredictable." No one was reported injured, but work was shut down after the crash.

Destroy Central Freeway, Agnos Says

By Teresa Moore

Chronicle Staff Writer

Mayor Art Agnos yesterday joined the call for demolition of the earthquake-damaged Central Freeway.

Under pressure from some residents in Hayes Valley, the Board of Supervisors voted last week to demand that the state consider alternatives to repairing the thoroughfare. Agnos went a step further.

"The best solution is to tear it down," he said.

Touring the Embarcadero Freeway demolition site, Agnos said he hopes the state will take a similar approach with the Central Freeway.

Citing public safety concerns,

the mayor said he agrees with the Board of Supervisors that it might not be possible to repair the double-decker freeway.

Several Hayes Valley neighborhood groups have called for demolition of the Central Freeway, and supervisors have threatened to take the state to court if it does not at least consider alternatives to retrofitting.

"We have seen all the troubles they have had trying to take this down," Agnos said of the Embarcadero demolition, which is three months behind schedule and has twice had problems with falling concrete. "Can you imagine the trouble they would have had trying to put it up?"

The California Department of Transportation estimates that it could take at least two years longer to replace the Central Freeway than to repair it. Caltrans has projected it could repair and reopen portions of the freeway by summer 1992, with completion by 1993. "We're looking at safety, cost and restoration of service," said Caltrans spokesman Jim Drago. "Those structures will not be reopened until they are safe. They can be safely retrofitted."

Caltrans has been consulting with structural engineers throughout the country and incorporating their recommendations and test results into plans to repair the Central Freeway.

S.F. supervisors call for razing of Central Freeway

By Phillip Matier
OF THE EXAMINER STAFF

A resolution urging the state Department of Transportation to demolish, rather than repair, San Francisco's quake-weakened Central Freeway was approved on a 6-3 vote Monday by the Board of Supervisors.

Supervisor Bill Maher, author of the resolution, cited a number of reasons why the road should be demolished, including rising repair cost estimates, experts' doubts on the safety of retrofitting the roadway and environmental concerns over car emissions.

The Central Freeway, a half-mile double-decker roadway that funnels traffic from U.S. 101 to Franklin Street and Golden Gate Avenue, has been closed since the Loma Prieta earthquake of 1989.

Maher said repair estimates — which have climbed from \$14 mil-

lion to \$47 million — have reached the point where it no longer made sense to retrofit.

Supervisor Jim Gonzalez took Maher's proposal a step further. He called for hearings to look into replacing the freeway with a sunken roadway similar to the one being proposed to replace the Embarcadero Freeway, which is being torn down.

Gonzalez also wants to look into building housing where the Central Freeway now stands.

"There are estimates that we could build 10 Opera Plazas along the route," Gonzalez said, referring to the large housing-retail development near City Hall.

Supervisor Terence Hallinan said that while retrofitting the freeway may "not be ideal, at least it is some kind of interim solution."

Supervisors Doris Ward and Tom Hsieh joined Hallinan in voting against the resolution.

Member
Board of Supervisors
City and County of San Francisco



BILL MAHER

July 31, 1991

Jeffery Kaplan
Hayes Valley Watch
548 Staples Avenue
San Francisco, CA 94102

Dear Jeffery:

Thank you very much for attending and speaking at Senator Kopp's Transportation Committee hearing in San Francisco on the Central Freeway.

As you know, continued public support for this issue is of the utmost importance. The hearing went very well and we received positive press coverage, especially on television. However, we must continue to apply pressure and your help is crucial. I encourage you to write to State Senator Kopp, Assemblyman Willie Brown, and Assemblyman John Burton to thank them for holding and attending the meeting. Enclosed are their addresses as well as a copy of a letter I sent to Senator Kopp.

Caltrans has yet to make a formal statement of their intentions on the future status of the freeway so it would also be helpful if you encourage Senator Kopp to follow up on his promise to ask for an alternatives assessment from Caltrans. Your further participation in this issue is important.

All of your efforts have been very helpful and I hope that we will continue our energies towards finding a more environmentally acceptable solution to the damaged Central Freeway. Please feel free to contact me if you have any questions.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bill", written in dark ink.

Supervisor Bill Maher

- ☐ SACRAMENTO OFFICE
STATE CAPITOL
SACRAMENTO, CALIFORNIA 95814
(916) 445-8077
- ☐ DISTRICT OFFICE
1388 SUTTER STREET
SUITE 1002
SAN FRANCISCO, CALIFORNIA 94109
(415) 557-0784
- ☐ DISTRICT OFFICE
107 SOUTH BROADWAY
SUITE 8009
LOS ANGELES, CALIFORNIA 90012
(213) 620-4356

Assembly California Legislature

WILLIE LEWIS BROWN, JR.
SPEAKER OF THE ASSEMBLY

July 29, 1991

Mr. A.A. Pierce
CA Department of Transportation
1120 "N" Street
Sacramento, CA 95814

Dear Mr. Pierce:

As you know, Senator Quentin Kopp held a hearing in San Francisco on July, 19, 1991 on the fate of the Central Freeway. Although I was not able to attend the hearing, it is my understanding that local officials and residents expressed a clear message. Senator Kopp made the closing remarks and recommendation that before CalTrans proceeds with its work on the Central Freeway, it should not pursue approval on the negative impact declaration, conduct an EIR, thoroughly research all possible alternatives to the existing freeway and conduct an origination/destination study.

The public testimony raised a number of important issues:

- o the freeway does not fulfill its original intent, it does not connect to any highway and functions more as a large ramp,
- o there may be viable alternatives, such as signalization, sunken thoroughfare, etc., and
- o there are very real concerns as to whether the proposed CalTrans plan is simply a repair job or a reconfiguration.

I strongly urge CalTrans to conduct an EIR and seek out all possible alternatives to the current structure. During the past few years, technology has enabled traffic to move very efficiently on city streets. It is possible that there may be a better system of moving traffic to and from Highway 101. Before we invest millions of dollars and are committed to the Central Freeway, it would be prudent to ensure that it is the best choice.

If I can be of any assistance in accomplishing the EIR, please do not hesitate to contact me.

Sincerely, ~~WILLIE LEWIS BROWN~~

~~WILLIE LEWIS BROWN~~
~~SPEAKER OF THE ASSEMBLY~~
Willie L. Brown, Jr.
Speaker of the Assembly

WLB/ms 101.37



July 30, 1991

The Honorable Quentin L. Kopp
State Senator
State Capitol #2057
Sacramento, CA 95814

Dear Quentin:

Once again, thank you for holding the Senate Transportation Committee hearing in San Francisco on the Central Freeway.

I agree with your assessment that CALTRANS should reexamine its position with respect to the approval it has sought for its current plan. This is too big, too experimental, and too dangerous a construction project to be considered a categorical exclusion under NEPA. It is far more than a mere repair or rebuilding project to be considered a categorical exemption under CEQA. In order to make the safest, most environmentally sound transportation decisions, we must have an analysis that examines all alternatives.

CALTRANS has consistently chosen to ignore the two resolutions passed by the Board of Supervisors requesting them to perform an alternatives analysis before going ahead with their project. Additionally, they have failed to adequately address the fears and concerns of the neighbors of Hayes Valley and the Western Addition. In sum, CALTRANS is continuing its past practice of arrogantly riding roughshod over the people it is supposed to serve. Only by following NEPA and CEQA guidelines, with oversight by the Senate Transportation Committee, can we be assured of public input.

At the Committee hearing, CALTRANS stated that the demolition phase of the project would last approximately 3 months. CALTRANS should use this opportunity to perform environmental studies and to look at alternatives to its current proposal. At the hearing, you required CALTRANS to make its latest environmental report available to the public. That report indicates that the rebuilt highway will cause new air quality violations. Yet CALTRANS still refuses to consider any assessment of the current traffic and air quality situation.

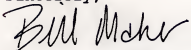
Your offer to write to the Federal Highway Administration requesting CALTRANS' compliance on this matter is extremely helpful, but regardless of federal action, CEQA alone requires public input and consideration of alternatives when a project

causes significant environmental harm. It remains to be seen whether the CALTRANS will heed the Committee's advice on this issue.

Additionally, if the Federal money must be spent expeditiously, improved traffic signalization, street paving and the first origination-destination study in over thirty years would greatly enhance our mid-range options.

I look forward to continuing to work with you on this project. Please don't hesitate to call me if you would like to discuss it further.

Sincerely,

A handwritten signature in dark ink, appearing to read "Bill Maher". The signature is fluid and cursive, with the first name "Bill" and last name "Maher" clearly distinguishable.

Supervisor Bill Maher

CITY AND COUNTY OF SAN FRANCISCO

LOUISE H. RENNE
CITY ATTORNEY
CITY HALL

BY TELEFAX

MEMORANDUM

DATE: AUGUST 8, 1991
TO: ANN HANSEN
Caltrans
FROM: JOHN COOPER *JSC*
Deputy City Attorney
RE: CITY COMMENTS ON ALTERNATIVES PRESENTED
AT AUGUST 6th CENTRAL FREEWAY MEETING

The following comments from the City's Central Freeway workgroup have been prepared for inclusion in Caltrans' review of options, and for discussion at our next meeting. By presenting all of our comments in one document, I hope we will be able to speed the review process.

- I. Global Issues.
 - A. Safety Questions.

It is unclear how Caltrans intends to present safety issues to the public. Statements that all work has been reviewed by the University of California or by a peer review group, will not instill public confidence in the plans. No documents on safety review have been made public, and no one outside Caltrans knows

what the issues are. The public has questioned the safety of double deck freeways in general, especially concrete freeways such as the Cypress and Embarcadero Freeways. In addition questions have been raised about safety of the main freeway and why it is treated differently from the Gough/Franklin ramp. How can traffic safely move over a freeway while columns are replaced? What will the new columns look like (i.e., will they have jackets around them)?

At our Tuesday meeting Caltrans brought a new issue into play by suggesting that the main double deck freeway could be replaced with a single deck structure. Is a new single deck safer than a retrofitted double-deck freeway?

Caltrans should begin working on a draft statement explaining safety issues and describing the various alternatives immediately, so that a final draft can be prepared. The explanation should include a discussion of the currently proposed project to reconstruct the Franklin/Gough ramp as a single deck structure.

B. Public Review.

We need to discuss how the work of this joint working group will be presented to the public. A document should be prepared, released and presented at public workshops, with members of this group present to answer questions.

C. Basics of Traffic Engineering.

The alternatives will give neighborhood residents differing street conditions, but it is difficult to provide actual

vehicles/day estimates due to insufficient pre-quake data and the unknown effects of the other closed highways on City traffic. The City will provide all of its street count data as quickly as possible, so that it can be added to that of Caltrans. These data should be used as much as possible. If new counts can be done quickly, to provide meaningful estimates, then such counts should be performed, but a qualitative discussion emphasizing the professional judgment of the workgroup participants must include a description what different levels of traffic mean in understandable lay terms. For example, a downtown street with pedestrians crossing and normally paced lights can handle 400 cars per lane per hour. As this number increases, pedestrian access decreases, peak times (rush hours) lengthen, and more traffic controls become necessary; such as longer lights or restricted parking to allow for the flow of cars. An estimate of the number of cars using the freeway should be compared to the number of cars using the streets under each alternative. Using the numbers we have now, plus professional estimates, provide a picture of how traffic is generally handled on City streets and how it will be handled under the alternatives.

D. Costs.

Cost estimates for each alternative and option must be prepared and compared. A discussion of funding sources for each option would also be useful.

August 8, 1991

E. Environmental Review.

Simply because an alternative will require additional or new environmental review is not sufficient reason to drop it from consideration. Discussion of each alternative should include an estimate of the time required to complete the project.

F. Relocation and Property Acquisition.

Each alternative should discuss the necessity of any residential or business dislocation and property acquisition, including estimates of cost and required time.

G. Air Quality.

A discussion of air quality impacts cannot be avoided, but it was unclear after our meeting how this issue would be handled. The City favors additional modeling where it would be useful, and where numbers are available or can be assembled. If no modeling is to be performed, Caltrans will have to provide some explanation of impacts. We expect to discuss this at our next meeting with you.

NOISE

II. Comments on Specific Alternatives.

A. Alternative 0.

An alternative not discussed at our meeting, but which is bound to be raised later, would be to end the Central Freeway at the current South Van Ness exit. We believe that this alternative would cause untenable traffic problems and should not be considered in great detail, but the final document must

① Project level
② regional
with ~

\$5.3

August 8, 1991

provide a clear explanation of the problems, comparing the previous and existing traffic flows, and describing how traffic would flow under this option.

B. Alternative 1, Option 1. (Single deck to Lily St.).

620.3
An explanation of how Caltrans proposes to handle traffic at the freeway touchdown is required. We do not believe the Oak/Octavia and Fell/Octavia intersections can be expected to handle traffic at the expected volumes. Left turns onto Fell from Octavia would be a major problem. The closing of Page Street also presents traffic problems for MUNI which has several lines at that point.

The best point about this alternative is the single-deck freeway over Market St. That alternative must be discussed in detail, including at a minimum, construction time, environmental review, and traffic impacts during construction. The final document must allow the City to weigh these impacts (which must be faced as the useful life of the freeway approaches), against the need (safety and aesthetics) for a single deck structure. The useful life of the existing freeway must be used in this discussion. The analysis can be referred to in the other alternatives, all of which have a single-deck structure as one option.

115
C. Alternative 1, Option 2. (Tunnel).

A good cost estimate for this option is needed for comparison to other alternatives. The cost alone may be the

major discussion factor here. It should be assumed that engineering solutions can be found to handle the MUNI tunnel and utility line problems, and the City will continue to work with Caltrans in obtaining information. It is not clear why the tunnel exit must be where it is located in this alternative. If other locations are more ^{feasible}, they should be presented and analyzed. We have noted that Alternatives 2 and 3 could also be done by tunnel rather than by an above ground structure. Costs for such alternatives should be included in any discussion.

D. Alternative 2, Option 1. (Retrofit and Removal).

Both options under Alternative 2 are preferable to Alternative 1 from a traffic perspective, because of the increase in the number of exit/entry points. Because this Alternative is similar to the current traffic situation a careful and detailed description of current traffic will be required. For example, currently available information shows that Laguna St. north of the exit ramp carries much heavier traffic than it did pre-quake, probably due to the fact that no exit at Franklin is possible. Webster St. north of Oak has heavier traffic also, probably due to cars entering there instead of at Gough St. The City has added a left turn lane at Webster and Oak to help alleviate congestion. Under all Alternatives, South Van Ness should remain designated as the truck exit.

Other advantages of this option include the availability of right of way property in a residentially zoned neighborhood, and

August 8, 1991

the lack of street closures. It can be quickly accomplished without further environmental review and at a minimum of cost.

E. Alternative 2, Option 2. (Single deck and Removal).

This alternative should be changed to consider replacement of the freeway from Otis St. to the Oak/Fell ramps with a single-deck structure. Right of way considerations need to be developed, and the impacts on safety and traffic mentioned above (Sections I.A. and II.B.) can be incorporated.

F. Alternative 3, Options 1 & 2. (Additional ramps).

The addition of new shorter ramps make this the best alternative from a traffic perspective, however the options need refining. Option 1 can remain retrofit, but option 2 should be a single-deck. Generally, all removal options from Otis St. should consider only the single deck option. If there is going to be a complete removal, we know of no reason to use a replacement double decked structure. In this alternative, it is possible to have four ramps with a single deck configuration. Environmental review considerations can be incorporated for both options here, and estimates will be needed on cost of property.

Two additional variations of Alternative 3 should also be included as discussed below.

G. Alternative 3, Option 3. (Entry ramp on Gough St.).

In this option, under either a single or double-deck configuration, the entry ramp is moved from Hayes St. to Grove or Gough, close to the existing right of way. Grove St. and Ivy St.

August 8, 1991

may have to be closed, but freeway entry will be directly from Gough, or after a right turn from Gough onto Grove. The exit ramp will remain as shown on Option 3.

H. Alternative 3, Option 4. (Entry ramp from Octavia).

Under this option, an entry ramp on Hayes is replaced by an entry ramp on Octavia St. at about Oak. This can be done under either a single deck or double deck configuration. The major disadvantage to this option would be closing Page St., but Caltrans may be able to do this within its existing right of way.

BILL MAHER

The City can thrive without freeways

NEARLY 30 YEARS ago, a small group of visionary San Franciscans began what became known as the "freeway revolt" when they blocked plans to build an ugly freeway along the Panhandle of Golden Gate Park.

A generation later, San Franciscans have a chance to continue that work and undo earlier mistakes by tearing down the double-deck portion of the Central Freeway damaged in the Loma Prieta earthquake nearly two years ago.

Caltrans officials say San Francisco can now "slew in its own traffic." They're wrong. This is an opportunity to show the world that our city can thrive without freeways.

When the 50-foot-tall freeway comes down, The City gets a big dividend: nearly six square blocks of empty land for parks and new housing. We can correct the wrong that occurred when the Central Freeway was built through the Western Addition, cutting this vibrant and vital neighborhood in half.

The challenge now is to persuade the Federal Highway Administration to spend designated earthquake relief funds on street-level improvements that will both save the neighborhood and im-

prove traffic flow. We can do this in ways that make both engineering and financial sense.

I have introduced a series of ordinances and resolutions to implement these strategies:

► The first step is to tear down both freeway decks north of Fell Street. To accommodate increased surface-level traffic, we can make some relatively simple improvements, such as retiming the signals and putting additional traffic signs and parking restrictions in place.

The cost and time involved for this part of the plan will be relatively low and federal earthquake-relief money will pay for it.

► We can improve the flow of traffic throughout The City by investing in and installing a comprehensive network of computerized signal lights that responds to demand. We can also benefit from newer technologies currently being developed in Silicon Valley.

How do we pay for this? By using \$40 million in Caltrans funds earmarked for retrofitting the Gough and Franklin Street ramps.

► We need a long-range traffic and transit plan. We must put more of the inner-city traffic on Franklin and Gough streets and focus more of the north-south through traffic on Van Ness Avenue. To do this we should ban left-hand turns off Van Ness south of Bush street. This will move traffic much more quickly.

We should also consider making

Gough Street one-way southbound from Lombard to California Street and ban trucks and buses on this street. This will speed north-south traffic on Van Ness by focusing inner-city traffic on these streets while leaving bus and truck traffic on Van Ness.

► We should look into building a new off ramp from the James Lick Freeway that will take traffic directly from the freeway onto South Van Ness northbound in the

block between Howard and Mission streets. We must widen the street southbound to four lanes to eliminate the bottleneck at South Van Ness and Howard as the road passes under the freeway.

THESE CHANGES will help to clear up intolerable congestion at Mission and Otis streets. Regular federal and state highway money is available for this ramp. I am asking the Department

of Public Works and the Department of Parking and Traffic to begin applying for this money immediately.

We can't implement any of these plans unless we begin taking the first important steps, and we must take them quickly. Through indecision, we are in danger of forfeiting emergency relief funds. The City and Caltrans must hold public workshops so those directly affected can examine alternatives.

Bill Maher is a member of the San Francisco Board of Supervisors.

Memo

To: Board of Supervisors

Regarding: Central Freeway Legislation

From: Jeffrey Kaplan, Hayes Valley

Dear Supervisor,

In late 1990 I initiated a movement to eliminate the damaged Central Freeway from Hayes Valley. The subsequent demolition of the freeway has resulted in a rebirth what was once considered an "undesirable" neighborhood into a thriving, vibrant, diverse community.

I am not unaware of the concerns you may have regarding the legislation. Of course there are pros and cons. Please allow me to review the benefits of the elimination of the freeway that divided Hayes Valley and address the concerns:

Pro Business-Hayes Street now has thriving businesses where there were once vacant buildings. An arts based community has replaced what was once dilapidated storefronts, generating jobs and taxes. The recently formed Hayes Valley merchants association has succeeded in attracting new customers to what was once considered a "no man's land".

Pro Schools/Pro Children-Long in the shadows of the Central Freeway, John Swett Elementary School had bricked over many of its windows because they were only a few feet from the freeway. Now, the children can enjoy their recess time in the sun, free of the shadows and air pollution. Additionally, it has been proposed that some of the newly available land become a long deserved playground for the school.

Pro Housing-The respected Bridge Non-profit Housing group has already purchased land in the area and has plans that if accepted will create dozens of units of new low to moderate income housing on the land where the freeway used to be.

Pro San Francisco-The trendy new businesses on Hayes have received coverage in Image Magazine, Frisko Magazine and the New York Times. It has become a destination for tourists and shoppers from the surrounding Bay Area. It is this type of unique neighborhood spirit that makes our city the envy of cities around the world.

Pro Environment- No freeway means the elimination of hazardous levels of carbon monoxide, particulate matter and especially lead. With the close proximity of John Swett School this is especially important.

Fiscally Beneficial- \$30 to 40 million of federal and state funds designated for freeway repairs will go to the city and local unions to accomplish local traffic upgrades to compensate for the loss of the freeway.

Anti-Crime-Not coincidentally, since the freeway has been removed much of the street prostitution and auto boosting has disappeared from the area.

To mediate the traffic impact I have several solutions although I'm certain that a comprehensive proposal from the city Dept. of Traffic Engineering will reveal additional ideas.

1. Initiate parking restrictions during commute hours (7-9 A.M. and 4-6 P.M.) on Franklin, Gough and Van Ness. Opening up one or two lanes on these streets during these hours will substantially alleviate commute congestion.
2. New signage to facilitate more efficient use of existing access and egress of Highway 101. Specifically, signage at S. Van Ness and Duboce to direct south bound 101 traffic to the 10th street on ramp. Signage on 101 south advising use of 8th street off ramp for Civic Center and South of Market. In the future, signs at the Embarcadero off ramps directing traffic to use that route to the Golden Gate Bridge and Fisherman's Wharf.
3. Expand on-ramp and off-ramp at South Van Ness to be one lane wider. The space is available. This would allow more cars to enter and exit 101 during commute hours.
4. Re-signalize lights at Oak and Fell ramps to allow more cars on and off during each light change cycle at peak hours. Make Octavia and Laguna, between Market and Oak, one-way streets to facilitate traffic flow to and from the highway to Market Street.
5. Perhaps most important is to remember that in the future, both I-280 and the Embarcadero terminal connector systems will be completed. This will unquestionably siphon off much of the traffic that is now forced to use the Central Freeway for lack of an alternative.

The current proposals to rebuild the freeways are unviable for a combination of reasons that include being far too expensive, lack of right-of-way, violation of existing environmental laws preventing new highway construct that increases local pollution and the risk of destroying another neighborhood should it be located elsewhere.

Had you been able to attend one of the public meetings to discuss this issue you would have seen the unanimous public opinion that the freeway should not be rebuilt. Not one person stood up in favor of new ramps.

To vote for this legislation is to vote for the people and neighborhoods that make San Francisco unique. The benefits of its absence are already being felt in a large way by the residents of Hayes Valley. The City does not need freeways that divide and destroy neighborhoods. I urge you to vote in favor of the Central Freeway legislation restricting new freeway construction.

Thank you for your attention to this matter.

Sincerely,



Jeffrey Kaplan

Press Release

Reasons for demolition of Hwy 101 Central Viaduct

- ✓ This obsolete structure is flawed in design and construction. It will never serve its original purpose of connecting to the GG Bridge. It will be safety hazard and could collapse in the next earthquake.
- Serious reservations by the state peer group of architects and engineers as to the safety of a reconstructed freeway.
- ✓ • Caltrans' internal air quality study conclusion that CO monoxide levels would increase for 8 out of 9 residences in the test area adjacent to the freeway. According to state smog laws, No transportation improvement project will be allowed to proceed if as a result, air quality is worsened.
- Caltrans' own suggestion in the air quality study that demolition with no reconstruction should be considered as a solution.
- Estimated 1.5 to 3 years reconstruction schedule will severely disrupt the neighborhood and result in a structure with an estimated lifespan of only 15 years! (Caltrans' estimate)
- Chronic criminal activity in the airspace beneath the freeway. Prostitution, drug dealing, auto boosting, assaults and muggings occur frequently.
- \$50 million of state and federal money estimated to repair freeway could be used for better purposes.
- Airspace would better be utilized as sites for new affordable housing for sale.
- Hayes Street commercial district suffers from being divided by freeway.



2 More Years To Fix Freeways Shut by Quake

By Marc Sandalow
Chronicle Staff Writer

As giant jackhammers were tearing apart the Embarcadero Freeway yesterday, the state announced that it will be at least two more years before other San Francisco freeways damaged in the Loma Prieta earthquake are reopened.

San Francisco portions of Interstate 280 and Highway 101 will remain closed at least until the spring of 1993, according to the state Department of Transportation. That is a year beyond the department's previous prediction and it marks the fifth time since the Oct. 17, 1989, earthquake that the state has changed its estimate of when the roads will open.

The delays — the result of new safety concerns raised by a panel of independent engineers — will

Back Page Col. 4

FREEWAYS

From Page 1

prolong the agony of thousands of motorists who have endured hellish traffic jams since the freeways were closed.

"It's gone from the sublime to the ridiculous," Mayor Art Agnos said. "It looks like we might get the Embarcadero torn down and rebuilt before they fix those other damn freeways."

In another development, the state announced yesterday that the complex maze of ramps that connect the waterfront portion of the Embarcadero Freeway to the Bay Bridge will be torn down and rebuilt, starting as early as summer. The structure, known as the terminal separator, will take at least several years to rebuild at a cost of about \$100 million.

Expensive Repairs

The department estimates that it will cost \$350 million to \$400 million to repair the earthquake-damaged freeways in San Francisco — about four times as much as was estimated a year ago.

State engineers blamed the repeated delays on new and formidable engineering challenges posed by the earthquake, which opened deep cracks in the freeway's concrete columns.

Initially, Caltrans engineers said they could reopen the roads within six months. As recently as last summer, after three revisions of the original estimate, Caltrans director Bob Best said he was 90 percent certain that the repairs would be complete by April.

Agnos said he has lost patience.

"As time goes by, the problem is no longer a first-of-a-kind mystery," Agnos said. "We should be developing some familiarity and some skill with this unique problem. The fact is we are not."

'It Is Frustrating'

Caltrans administrators in Sacramento said they are doing all they can to speed the repairs.

"It is frustrating to all of us," Caltrans spokesman Jim Drago said. "It has moved more slowly than we had hoped. But we have to guarantee that the freeways are safe before we open them."

The closing of Interstate 280 between Highway 101 and the Army Street exit at 25th Street — a route that once carried about 94,000 vehicles a day — has created near daily traffic nightmares for commuters from the San Francisco and the Peninsula.

Similarly, the damage to a half-mile extension of Highway 101, where the roadway spills onto Franklin and Gough streets, has inconvenienced an estimated 80,000 motorists a day.

The repairs to the double-decked structures are extensive. A several-block-long section of Highway 101 will have its top removed. Some lanes may be open by next year.

Along a two-mile stretch of Interstate 280, as many as 100 concrete columns will be replaced.

Both Interstate 280 and Highway 101, like the Embarcadero Freeway, are double-deck. The only other freeway in the state with the same design was the Cypress section of the Nimitz Freeway in Oakland, which collapsed during the earthquake, killing 42 people.

OPPORTUNITIES CURRENT IN THE SOUTH-VAN NESS/CIVIC CENTER AREA.

EVENTS:

1. REALIGNMENT OF HIGHWAY 101.
2. UPDATING OF AREA PLANS FOR ABOVE AREAS.
 - ZONING/ URBAN DESIGN.
 - PRO ACTIVE PROGRAMS FOR HOUSING/CIVIC DEVELOPMENT.

CONCERNS:

1. A NUMBER OF HIGH DENSITY MARKET RATE HOUSING AND OFFICE DEVELOPMENTS PROPOSED WILL EXACERBATE HOUSING UNAFFORDABILITY, ENVIRONMENTAL DESPOLIATION, CONGESTION. SOME PROPOSED AFFORDABLE HOUSING PROJECTS WILL REQUIRE TIGHT LOT CONFIGURATION AND POOR ENVIRONMENTAL ACCOMMODATION AS WELL AS---BEING UNABLE TO CAPTURE THE ECONOMIC WINDFALL, OVERALL, FROM THE GENTRIFICATION NOW INEVITABLE.
2. THE PROPOSED REBUILDING OF 101 WILL LEAVE ITS CONTIGUOUS AREA UNDER SEVERE ENVIRONMENTAL IMPACT WITHOUT REMOVING TRAFFIC CONGESTION IN THE APPROACHES TO 101 AND THE CIVIC CENTER.
3. THE CIVIC CENTER IS ALSO BEING BUILT PIECEMEAL RESULTING IN A STAGNANT MEDIOCRITY OF DESIGN AND FUNCTION, POOR RESULTS FOR THE COSTS.

SUGGESTIONS IN BRIEF:

1. REDEVELOPMENT OF ENTIRE AREA IN ORDER TO:
 - A. CREATE A LOCALLY BASED CITIZENS' FORCE WHICH WILL GUIDE AND HAVE VETO POWER OVER THE OVERALL DESIGN AND IMPLEMENTATION PER NEWLY REQUIRED STATE REDEVELOPMENT LAW.
 - B. PREVENT LAND SPECULATION (CHIEF CAUSE OF HOUSING UNAFFORDABILITY) DUE TO GENTRIFICATION.
 - C. CREATE INTERNAL CONTINUOUS SUBSIDIES FROM THE GENTRIFICATION DEVELOPMENT TO THE AFFORDABLE HOUSING AND SERVICE NEEDS OF AREA.
 - D. CREATE MORE OPEN SPACE-PROTECTED AND NOURISHING-WHILE REMOVING EXCESS STREETS AND STREET STRESS.
 - E. CREATE DEFENSIBLE SPACE BY REMOVING THROUGH TRAFFIC AND TRAFFICKED CRIME.
 - F. CREATE AFFORDABLE HOUSING SITES AND WHICH ALSO MAKE GOOD DESIGN/ENVIRONMENTAL SENSE AS WELL AS BEING POSSIBLY MULTI-USE.
 - G. GREATLY IMPROVED MASS TRANSIT ACCESS.
2. SOME TECHNIQUE VIA 101.
 - A. CONTINUE DIVISION/13TH/DUBOCE AROUND UNDER FREEWAY AS BOULEVARD EMERGING SIDE BY SIDE WITH NEW 101 RAMPS AT FELL. THE EFFECT IS TO PERMIT CLOSING OF MOST EAST-WEST STREETS AND LAGUNA/FRANKLIN. RESULT WILL BE SMOOTHER/FASTER THRU TRAFFIC WHICH HAS LESS NEGATIVE AFFECT ON WORK/RESIDENTIAL ENVIRONMENT THAN NOW---PERMITS CONTINUOUS TRAFFIC FLOW ON MARKET FROM VAN NESS TO OCTAVIA AS WELL AS BETTER TURN MOVEMENTS AT MARKET NORTH.
 - B . REMOVES 50% OF STREET LAND AND ADDS 33% MORE HOUSING AREA.

Sabot Wateking

PHONE CALL

FOR	Analysis of bill	DATE	SB 181	TIME	557-0784	A.M. P.M.
M	I include all name(s)				Mar-jan 2	Soko
OF	Who is listed as opposing the bill					
PHONE	Office of the C. (C. office)	AREA CODE	NUMBER	EXTENSION		
MESSAGE	Call Chamber of Commerce					
	Actively Oppose Kopp Bill?					
	Testimony of CAC (BWS or Assembly)					
SIGNED						

FORM 4003

WEDNESDAY, JUNE 10, 1992

BAY AREA REPORT

Panel Endorses Freeway Resolution

A committee of the Board of Supervisors endorsed a resolution yesterday that urges the state not to rebuild the Central Freeway that was demolished after the 1989 Loma Prieta earthquake.

The resolution by Supervisor Bill Maher also asks that the state Department of Transportation not construct new ramps that would take traffic into Hayes Valley. The resolution goes to the full board Monday and could help influence Caltrans in its final decision.

Maher's resolution is to the liking of an overwhelming number of Hayes Valley and Western Addition residents and business people who have told public officials they do not want the freeway rebuilt.

Caltrans has considered rebuilding the freeway as a single-deck structure at a cost estimated last year at \$50 million, or expanding the off-ramps.

But state officials have said they will abide by the city's wishes.

Freeway Razing Revives a Neig

A Quake-Weakened Terminus Is Gone In San Francisco

By JOHN MCLOUD

SAN FRANCISCO
As a result of the devastating 1989 earthquake here, the state Department of Transportation has demolished the six-block terminus of the elevated Central Freeway that had long broken the Hayes Valley neighborhood in two and cast a pall on the area.

Prostitutes operated in the shadows of the 70-foot-high double-decker structure and drug dealing was rampant. But with the freeway down, the neighborhood, which lies immediately west of City Hall, the Opera House and Symphony Hall, has begun to blossom.

The concrete freeway was similar to the elevated Cypress Freeway in Oakland, whose upper deck collapsed onto the lower during the quake, killing more than two dozen people. When the state proposed building a new structure in the Hayes Valley neighborhood, residents, with the support of antifreeway groups throughout the city, organized to oppose a replacement.

The most noticeable changes are along Hayes Street, where a dozen new businesses have opened since the freeway was demolished. Clothing stores, antique dealers, galleries, cafes and restaurants have replaced an assortment of second-hand stores, service shops and vacant storefronts.

James Buckley, project manager for 333 Fell Street, an 82-unit low-income rental apartment complex that opened in October, said he thought the project "never would have been built except for the earthquake." Developed by the Bridge Housing Corporation, a nonprofit developer, the project abuts the former freeway site on land previously occupied by an unreinforced masonry building condemned after the quake.

A six-unit residential condominium on 430 Hayes Street also owes its existence to the quake and freeway dismantling, said its developer, Bill Ferdon of Ferdon Brothers.

"The lot sat vacant for 30 years," he said. "I don't think the city would have allowed anyone to build on it, but who would have wanted to? It was right up against the freeway. But as soon as that thing came down, the land became attractive."

By moving quickly he was able to buy the land relatively cheaply and offer his two-bedroom units for \$150,000 to \$170,000, about 30 to 40 percent less than comparable units in other parts of town. Although sales began slowly, five units have sold and a buyer is negotiating for the final one.

"A lot of people still consider this a risky



area," Mr. Ferdon said. "The block directly behind the Symphony changed 10 years ago, but this one and the next have been slower because of the freeway." The neighborhood "really seemed to coalesce over the issue of the freeway," he added. "It gave an identity and focus."

The freeway was built in the early 1960's and was intended as part of a longer road that would head west from the Oakland-San Francisco Bay Bridge and cut through Golden Gate Park before turning north to connect with the Golden Gate Bridge. Vociferous community opposition to the project forced the state to terminate the structure about a third of the way to its goal.

Critics of the original plan are overjoyed at the new victory. The structure was "an eyesore and an assault," said Sue Bierman, who headed the fight against the freeway 30 years ago and who is now a member of the city's Board of Supervisors.

"The earthquake was very tragic," she said, "but at least in this respect it accomplished what the city never could have on its own."

The changes in the area have recreated a sense of neighborhood. "It's the closest thing to a small-town feeling I've found in San Francisco," said Debbie Longley, who is opening a natural-foods store on Hayes

Street. "There's a lot of support among merchants here, a lot of energy."

Ms. Longley's landlord used the store for his sign-painting business until he retired earlier this year. Next door, she said, two Frenchmen plan to open a creperie early in 1995, and the storefront beyond that is being renovated for another new tenant.

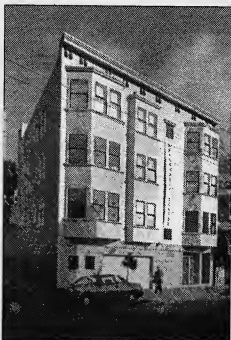
Ms. Longley said she expected most of her customers will be neighborhood residents, though she added that the recently formed merchants' association had been actively promoting Hayes Street. She said she and another shop owner planned to do some ad-hoc marketing to opera, symphony and ballet patrons as well as to law firms and government offices.

Ian Saunders, financial director of a downtown English as a second language school who moved into Mr. Ferdon's building in June, said the neighborhood had played a major role in his decision to buy.

"I like it because I can walk to work, and everything I need and want is right here," he said. "I find the neighborhood has a very European feel."

The city's Department of Planning is encouraging more small-scale development in Hayes Valley. It is rezoning the land to match a comprehensive plan drawn up for the former freeway land. The plan focuses on mixed-income, multifamily residential and retail buildings that blend with the

hborhood



Photographs by Terrence McCarthy for The New York Times

People involved say the freeway razing made way for the residential buildings at 333 Fell Street, left, and 430 Hayes Street, above.

neighborhood's existing early 20th-century low-rise architecture.

This spring, the state will sell the approximately three acres of land formerly occupied by the freeway, with the city's Redevelopment Agency having first option. The agency would then sell the 18 parcels to an assortment of individual developers. A planner, Susana Montana, said developers would not be bound by the plan's guidelines, but every project would require approval by the Planning Commission, which supports the document.

With the new development, neighborhood residents have been gathering steam to get the state to dismantle more of the freeway. A recent report estimated that seismic reinforcement of the remaining half mile of concrete freeway structure would cost more than demolition and rebuilding.

Freeway opponents hope to persuade the city to recommend against rebuilding. Ms. Montana, however, said her department worried that terminating the freeway at an earlier point would create congestion crossing Market Street, San Francisco's busiest thoroughfare.

Regardless of further demolition, Mr. Ferdon is confident that Hayes Valley has a bright future. He is developing two other residential projects there. An 18-unit entry-

level project with two-bedroom town houses priced from \$175,000 to \$210,000 is under construction on Fell Street, and a project on Hayes Street with six one-bedroom condos and eight town houses awaits final approval. Prices on the latter will range from \$150,000 to \$230,000. Both projects will have ground-floor stores.

"There's a big market for this type of housing because commuting is becoming more and more wicked," Mr. Ferdon asserted. "People want to be close to things so they don't have to drive, and this provides that. It's is right at the center of the city."

But Mr. Ferdon has mixed feelings about seeing more of the freeway come down.

"I know tearing it down helped turn the neighborhood around," he said. "But the traffic mess that would result from doing more could hurt my projects. From a purely selfish standpoint, I can hardly support it. On the other hand, from a broader perspective it would be nice to see it gone."

Mayor gives OK to freeway plan

CITY HALL

Action puts bitter debate to rest

BY F. J. GALLAGHER

Closing the door on an often bitter controversy that began with 1989's Loma Prieta earthquake, Mayor Willie Brown yesterday signed into law a measure calling on the California Department of Transportation to rebuild the city's Central Freeway.

"I'm pleased that this chapter in San Francisco history is closed so we can move on to other important business," said Supervisor Leland Yee, who sponsored the legislation.

The resolution makes Proposition H the city's official policy. It also urges CalTrans to implement it with all deliberate speed.

Proposition H carries a \$67 million price tag and requires the retrofit of the existing Central Freeway structure, the restoration of the pre-earthquake traffic capacity by doubling the width of the single-deck roadway from 40 feet to 80 feet, and the restoration of the de-

molished Oak Street ramp. It also repeals a ban on construction of new above-ground ramps north of Fell Street and includes a provision to study the effect of adding additional north-south ramps on Franklin and Gough streets. Voters approved it on November 4 by a margin of 53 percent to 47 percent.

The mayor's signature brings to a close eight years of often bitter debate — compounded by bureaucratic inertia — surrounding the fate of the earthquake-damaged freeway. Ultimately, a decision was made only after the San Francisco Neighbors Association, led by Rose

Tsai and Julie Lee, decided to take matters into its own hands.

The group gathered more than 30,000 signatures in three weeks to ensure that Proposition H would appear on the November ballot.

Brown had publicly toyed with the idea of vetoing the resolution, repeatedly stating that he would do so if the board sent him legislative language that differed from that approved by the voters.

Yee said he met with the mayor to assure him that there would be no differences.

"We basically ensured it by drafting language from Proposition H into the resolution," Yee said.